

EAST INDIA (PROGRESS AND CONDITION).

STATEMENT

EXHIBITING THE

MORAL AND MATERIAL PROGRESS AND CONDITION

OF

I N D I A



DURING THE YEAR 1886-87.

TWENTY-THIRD NUMBER.

(PRESENTED PURSUANT TO ACT OF PARLIAMENT.)

*Ordered, by The House of Commons, to be Printed,
10 August 1888.*

LONDON:
PRINTED BY HENRY HANSARD AND SON;

Published by EYRE and SPOTTISWOOD AND
and 32, Abingdon-street, East Harding-street, London, E.C.,
Westminster, S.W.;
ADAM and CHARLES BLACK, North Bridge, Edinburgh;
and HODGES, FIGGIS, and Co., Grafton-street, Dublin.

EAST INDIA (PROGRESS AND CONDITION).

STATEMENT

EXHIBITING THE

MORAL AND MATERIAL PROGRESS AND CONDITION

OF

I N D I A

DURING THE YEAR 1886-87.—

—1888-89

TWENTY-THIRD NUMBER.

PRESENTED PURSUANT TO ACT OF PARLIAMENT.)

*Ordered, by The House of Commons, to be Printed,
10 August 1888.*

LONDON:

PRINTED BY HENRY HANSARD AND SON;

AND

Published by EYRE and SPOTTISWOODE, East Harding-street, London, E.C.,

and 32, Abingdon-street, Westminster, S.W.;

ADAM and CHARLES BLACK, North Bridge, Edinburgh;

and HODGES, FIGGIS, and Co., 104, Grafton-street, Dublin.

TABLE OF CONTENTS.

	PAGE		PAGE
I. SUMMARY - - - - -	3	X. AGRICULTURE AND MINERAL RE-SOURCES :	
II. ADMINISTRATION AND LEGISLATION :		Agriculture - - - - -	102
Administration - - - - -	23	Chinchona - - - - -	105
Legislation - - - - -	25	Tea - - - - -	105
III. MUNICIPALITIES, LOCAL GOVERNMENT, AND SANITATION :		Coffee - - - - -	105
Municipalities and Local Boards	27	Cotton - - - - -	106
Sanitation - - - - -	32	Wheat - - - - -	106
IV. CRIME, POLICE, JAILS, AND JUSTICE:		Mineral Resources - - - - -	107
Crime and Police - - - - -	35	XI. PUBLIC WORKS :	
Criminal Justice - - - - -	40	Public Works - - - - -	109
Jails - - - - -	45	Railways - - - - -	110
Civil Justice - - - - -	50	Guaranteed Railways - - - - -	113
V. REGISTRATION :		Irrigation - - - - -	113
Registration - - - - -	56	Buildings and Roads - - - - -	120
Joint Stock Companies - - - - -	57	Military Works - - - - -	120
VI. FINANCE :		Civil Works - - - - -	121
Finance - - - - -	58	XII. POST OFFICE AND TELEGRAPHS :	
Capital Outlay on Public Works - - - - -	67	Post Office - - - - -	126
Debt - - - - -	67	Telegraphs - - - - -	127
Savings Banks and other Deposits - - - - -	68	Indo-European Telegraph Department - - - - -	129
Cash Balances - - - - -	68	XIII. EDUCATION AND LITERATURE :	
Coinage and Paper Currency - - - - -	68	Education - - - - -	130
Opium - - - - -	69	Literature and the Press - - - - -	135
Salt - - - - -	71	XIV. EMIGRATION AND MIGRATION :	
Stamps - - - - -	75	Emigration - - - - -	138
Excise - - - - -	77	Migration - - - - -	139
Customs - - - - -	84	XV. TRADE AND MANUFACTURES :	
Provincial Rates - - - - -	84	Trade - - - - -	141
Income Tax - - - - -	85	Manufactures - - - - -	142
VII. SURVEYS AND SETTLEMENTS - - - - -	87	XVI. NATIVE STATES AND FRONTIER RELATIONS, ARMY, AND MILITARY OPERATIONS :	
VIII. LAND REVENUE (INCLUDING FISHERIES, CAPITATION TAX, &c.) AND GOVERNMENT AND WARDS' ESTATES :		Native States - - - - -	144
Land Revenue - - - - -	92	Frontier Relations - - - - -	158
Government and Wards' Estates - - - - -	96	Army - - - - -	163
IX. FORESTS - - - - -	98	Military Operations - - - - -	165
		XVII. AFFAIRS IN UPPER BURMA - - - - -	166

India Office,
September 1888.

J. A. GODLEY,
Under Secretary of State for India.

I.

SUMMARY.

THE four Councils for making laws met as usual; and a fifth Council, that recently constituted for the North Western Provinces, and Oudh, met for the first time in January 1887. The important enactments of the year were the Oudh Rent Act, which revised the Tenancy Laws of Oudh, and gave some increased protection to Oudh ryots; the Upper Burma Laws Act, which declared the law in force in Upper Burma, and was followed by sundry regulations made by the Governor General concerning affairs in Upper Burma; and a Bombay Act, asserting the principle that land assessments would not be increased on account of improvements effected by the holder. The other laws enacted during the year were for the consolidation or amendment of existing Acts, or concerned matters of local interest. **LEGISLATION.**

There was no material change in the strength or constitution of the regular police, except in the province of Upper Burma. The total strength of the police force, at the end of the year 1886, was 359 superior officers, 16,569 subordinate officers, and 136,844 constables, of whom 3,124 were mounted. These constitute the regular police, besides the village watchmen, of whom there may be over 500,000 in all. Of the regular force about one-third carry fire-arms, the rest having either swords or batons. The police of each district are commanded and directed by one or more superior officers, who have no magisterial power or duties; but all the police are, subject to certain limitations, under the orders of the magistracy. About 38,000 officers and men, or one quarter of the whole force, were employed on guarding or escorting prisoners and treasure. The total cost of the regular police during the year was Rx. 2,393,863. In Lower Burma the police did not acquit themselves satisfactorily; elsewhere they did fairly well, though there was much room for improvement in the detection of serious crime. **POLICE.**

There was a considerable increase over previous years in the graver kinds of crime, namely, murder, other serious offences against the person, dacoity or gang robbery, cattle theft, and house-breaking. The increase under murders and dacoities was most serious in Lower Burma, where disorder had arisen in consequence of the war. The extent to which the police failed in dealing with crime may be seen from the following figures, which represent the "totals" for British India under the respective heads:— **CRIME.**

	Murder.	Other Serious Offences against the Person.	Dacoity.	Cattle Theft.	House-breaking.
Number of cases reported	1,973	26,135	975	19,319	108,905
Number of cases in which conviction was obtained.	738	10,233	206	5,830	11,256

The preventive provisions of the criminal law, under which persons of evil repute and without honest means of livelihood can be called upon to give security, or imprisoned in default, were successfully put in operation against 8,080 persons, of whom 5,765 belonged to the Punjab and Burma.

On the superior courts, which exercise both appellate and original jurisdiction, sit 345 judges. The total number of magistrates exercising jurisdiction in India during 1886 was 5,158, of whom more than 2,000 were honorary magistrates. There were 1,387 civil judges under the superior courts. These figures do not include the village officers, who in Southern India exercise petty magisterial and civil jurisdiction. Nearly all the civil judges and the great majority of the magistrates in the courts of original jurisdiction **ADMINISTRATION OF JUSTICE.**

SUMMARY.

jurisdiction are natives of India. The proportion of natives of India sitting in the appellate courts continues to increase; it is now considerable in the older and more advanced provinces, such as Bengal, Madras, and Bombay. There was no considerable change in the judicial staff during the year; but the number of honorary magistrates was increased in some provinces. The number of persons coming before the magistrates during the year 1886 was 1,368,064, or 2 per cent. higher than in 1885; about 49 per cent. of these persons were convicted. Of the convicted persons, 109,673 appealed, and of these 17,812 persons procured a reversal of their sentences. There were 346 capital sentences passed: 2,572 sentences of transportation, 151,422 of imprisonment, 498,277 of fine, and 13,669 of whipping. Of the total fines, Rx. 241,810 or 79 per cent. of the whole were realised; and only 89 per cent. of the fines were over 10 rupees. Out of the sentences to imprisonment, 76 per cent. were for terms under six months; and 5 per cent. were for terms of two years and over. The total number of civil suits coming before the courts were 1,908,869, involving claims valued at Rx. 20,157,717. Of the total number of suits, 471,223 were disputes between landlords and tenants under the Rent Laws, and 160,947 were other disputes concerning real property. Out of all the suits 64 per cent. were either withdrawn or settled without contest; about 25 per cent. were contested; and of the contested suits 69 per cent. went in favour of the plaintiff, and 31 per cent. in favour of the defendant. In only 8,504 suits did the parties consent to have their disputes settled by arbitration.

PRISONS.

Besides the convict settlement at the Andamans, which contained in 1886 an average of 12,036 transported prisoners, there were in British India 31 central gaols, 202 district gaols, and 202 subsidiary gaols, which contained an average of 76,676 prisoners, or 1,890 more than in 1885. The increase of prisoners occurred chiefly in the province of Burma. The number of women prisoners has been decreasing steadily for nine years, and was 2,906 at the end of 1886. The death-rate among convicts in prison is lower than in 1885 on the whole, notwithstanding that in Burma gaols the death-rate was higher than usual. The death-rate for all India among convicts has been—

In 1880	- -	55 per mille.	In 1884	- -	32 per mille.
„ 1881	- -	44 „	„ 1885	- -	37 „
„ 1882	- -	41 „	„ 1886	- -	34 „
„ 1883	- -	34 „			

The number of offences or breaches of rule committed by prisoners was 84,046, or somewhat larger than in 1885; and the number of cases in which the punishment of whipping was inflicted for such offences was 3,094, or about one-seventh of the number awarded in Indian gaols eight years ago. The system of awarding marks for good conduct and good work is increasingly successful; out of 10,300 convicts eligible for small remissions under the mark system, only 386, as against 2,139 in the previous year, failed to earn some remission. The average number of prisoners employed on unremunerative labour has been reduced from 1,672 to 1,592, and the average employed on useful work has risen to 59,507 from 57,995 in the year 1885; while the cash profit on gaol manufactures was Rx. 115,121, as compared with Rx. 129,232 in the year 1885. The average net cost of each prisoner, after deducting these profits, was Rs. 47½ a year, as compared with Rs. 47¼ in 1885. In February 1887, in celebration of the Jubilee of Her Majesty's accession, 22,918 prisoners were released; the majority of these either were women or had less than four months unexpired term. This large gaol delivery was not followed by any perceptible increase in crime.

REGISTRATION.

The Registration Law requires the registration of all documents affecting immoveable property valued at Rx. 10 or upwards, and permits the registration of other documents. Copies are kept in public offices of all registered deeds; and small fees are charged for registration and search. The total number of documents registered in 1886-87 was 1,752,369, relating to property valued at Rx. 45,477,861, of which 88 per cent. was immoveable

immovable property. The compulsory registrations were rather more than half of the whole number; the number of registrations has increased for several years, but the increase in 1886-87 was the smallest recorded since the system began; the increase in optional registrations has for eight years been more rapid than in compulsory registrations. There are 1,887 registration offices in British India, or an average of about seven to each district; the total receipts from fees were Rx. 299,600, and the expenditure in maintaining registration offices was Rx. 192,000.

The number of new joint stock companies registered during the year was 147. At the end of the year the number of registered companies in operation was 886, with a nominal capital of Rx. 29,132,000, and a paid-up capital of Rx. 21,380,442.

The financial results of the year 1886-87, compared with the results of the preceding year, stood thus:—

	1886-87.		1885-86.
	Rx.		Rx.
Total receipts - - - -	77,337,000		74,464,000
Total expenditure - - - -	77,159,000		77,266,000
Surplus - - -	178,000	Deficit -	2,802,000

Of the increase of Rx. 2,873,000 in the year's receipts, Rx. 852,000 were due to the imposition of the income-tax in 1886, and Rx. 222,000 to the acquisition of Upper Burma, while the remainder was due to the growth of revenue under all heads, more especially under "Land Revenue." The fall in the value of silver added Rx. 1,000,000 to the charges of the year on account of payments made in England; Upper Burma added about Rx. 1,660,000, as compared with 1885-86; Rx. 326,000 were spent on special defence works; ordinary army charges, effective and non-effective, increased considerably; and there was some small growth of expenditure under other heads. No outlay on account of military preparations at Quetta, which had cost Rx. 2,185,000 in the previous year, fell on the year 1886-87; but equilibrium was attained only by devoting Rx. 309,000 to famine insurance, instead of Rx. 1,500,000 as in previous years.

Nearly five millions sterling were borrowed in England, and no loans were incurred in India during the year 1886-87. The capital outlay of the year on public works was Rx. 9,762,000 on railways and Rx. 655,000 on irrigation works. Of this total, Rx. 5,670,000 were supplied from loans or cash balances, Rx. 491,000 were debited against the revenue of the year, and Rx. 4,256,000 were spent by guaranteed or subsidised railway companies. The total debt of India at the end of the year was—

Permanent debt in India - - - - Rx.	92,653,000
Permanent debt in England - - - - £.	84,228,000
Saving banks deposits and other unfunded debt Rx.	8,789,000
TOTAL - - - Rx. & £.	185,670,000

The permanent debt may be classified thus—

	Rx. & £.
On account of railways - - - -	77,644,000
On account of irrigation works - - - -	25,290,000
For other purposes - - - -	73,947,000

The foregoing figures do not include the capital on which guaranteed interest is paid by the Government to railway companies, which capital

SUMMARY.

stood at 68,921,000 on the 31st March 1887. The permanent debt of India is in process of conversion; in 1878 the debt carried interest at 4, 4½, and 5½ per cent.; by the end of the year 1888 none of the English debt will carry higher interest than 3½ per cent., and less than one-fourth of the Indian debt will be liable for as much as 4½ per cent. The process of conversion will thus have saved on the average quite 1 per cent. in the average rate of interest.

SURVEYS.

Triangulation for survey purposes was completed over the whole of India some years ago. On the basis thus furnished have been based the topographical and revenue surveys directed by the Surveyor General of India and the revenue surveys of Madras and Bombay. Good geographical material has now been obtained, and maps have been issued for nearly the whole of India. The tracts still to be surveyed consist of the greater part of Burma, a small area in the south and in the north of Madras, a part of Rajputana, and Baluchistan. In 1886-87 surveys were in progress, mainly for geographical purposes, in Rajputana, Baluchistan, Southern Madras, the Konkan. Surveys mainly for revenue purposes were prosecuted in parts of Bombay, Madras, the North Western Provinces, the Central Provinces, Assam, and Burma. The total area surveyed during the year was 18,216 square miles of topographical, and 10,355 square miles cadastral work, besides the field measurements executed by indigenous surveyors for revenue settlement purposes in many districts. The Marine Survey carried on their work at seven points on the coasts of India and Burma. The Geological Survey devoted their attention during the year mainly to investigating tracts reputed to yield either coal, or earth oil, or gold, in different parts of India and her dependencies. No less than four native States, including Afghanistan, sought and obtained the aid of the Geological Survey in 1886-87, in order that their mineral products might be investigated and made known.

LAND REVENUE.

The land revenue of India includes, besides the revenue or rent from the land, about Rs. 1,000,000 of receipts from fisheries, capitation tax, and miscellaneous sources. The land revenue proper comes to about Rs. 22,500,000, of which there is paid by—

	Rx.
Permanently settled estates - - - - -	4,311,000
Temporarily settled estates—	
Held by proprietary brotherhoods, or large proprietors - - - - -	10,399,000
Held by petty proprietors on what is called ryotwaree tenure - - - - -	7,790,000
TOTAL - - Rx.	22,500,000

The land revenue on permanently settled estates was fixed nearly 100 years ago in perpetuity; so no appreciable increase in the public income takes place under that head. Since the revenue was settled there has been a great increase in the area of cultivation, and in the value of the produce. At the present time the land revenue demand on permanently settled estates falls approximately at the rate of 10 annas (tenpence at the present rate of exchange) per acre of cultivated land, and represents one-fifth to one-fourth of the gross rental on these estates.

The land revenue on temporarily settled estates is fixed periodically at intervals of 12 to 30 years; the longer period being the most common. On estates held by proprietary brotherhoods or large proprietors the revenue is assessed on the cultivated area of a whole village or estate averaging an area of about 800 acres; and no additional revenue is demandable on account of extensions of cultivation during the term of the settlement. Thus, increases of revenue from such lands accrue only on the occasion of periodical revisions of the assessment; these revisions are called "settlements." The revising officer takes into consideration the extensions of cultivation, the variation of prices, and the change in rents since the last settlement.

settlement. On lands held by petty proprietors, that is on ryotwarce tenures, the State obtains yearly increases of revenue as cultivation extends; a settler usually enjoys his grant revenue-free for a few years where the cost of clearing the land is heavy. At periodical settlements on ryotwarce lands the rates of revenue per acre are revised in some proportion to the change in prices since the previous settlement. At present the incidence of the land revenue on temporarily settled lands ranges, according to the fertility and advantages of the soil, from six annas (6 *d.*) on poor, dry soils, to six rupees (8 *s.*) per acre on rich, irrigated lands; and the average incidence is approximately 26 annas (2 *s.* 2 *d.*) per acre for all temporarily settled lands. This rate represents something less than half the gross rental of such lands as are let to tenants. A large area, especially where the land belongs to proprietary brotherhoods, is cultivated by the proprietors themselves.

SUMMARY.

In the year 1886-87 revisions of the land revenue settlement were in progress in 43 out of the 240 districts which compose British India. In most provinces all these settlements are revisions of regular settlements, which were made 20 to 30 years ago; but in Madras and Lower Burma the first regular settlements are not yet complete. A settlement consists of several operations, the chief of which are a complete cadastral survey or measurement of all fields, a record of rights and of rentals, and an assessment of the revenue. Such a settlement used to cost from Rx. 300 to Rx. 400 a square mile, and used to occupy three to five years for each district. Settlement operations involve some harassment and disturbance to the people; and it is desirable to expedite the process as far as may be consistent with completeness. During the year 1886-87 plans, which have for some years been under discussion and experiment, were finally sanctioned, whereby revisions of settlement have been made more expeditious, and whereby the cost does not exceed Rx. 100 to Rx. 200 a square mile. In Burma only, where a regular settlement is being made for the first time, where the work is difficult and labour is dear, will the old rate of charge continue. The change of system consists mainly in the employment of the indigenous village agency (the patwaris) to make the cadastral survey, or in verifying and correcting the existing village field-maps, instead of making new ones. The indigenous surveyor-accountants, pertaining to each village, are now under careful training and inspection in the temporarily settled provinces; and it is expected that future revisions of settlement will be based upon the village records and field-maps, which are now corrected and brought up to date under careful supervision every year. In ryotwarce districts the improvement of the yearly village records and field-maps will also safeguard the annual increases of revenue from extensions of cultivation. The enhancement of revenue due to settlement operations during the year 1886-87 was Rx. 99,000. It is anticipated that the revisions of settlement, which will be made during the six years ending in 1892, will yield an increase of revenue equal to Rx. 650,000 a year. This increase will be partly due to extensions of cultivation, increase of population, and improved means of communication, and partly to the rise in prices which has occurred since the last settlements were made some 20 or 30 years ago.*

SETTLEMENTS.

The total land revenue receipts of 1886-87 were Rx. 23,653,192, showing an increase of Rx. 498,215 over the receipts of the preceding year. This increase was caused in part by enhancements of land revenue at the settlement, in part by the favourable season of 1886, and in part by improved punctuality in collecting the revenue. In every province the uncollected arrears at the end of the year were smaller than in the preceding season; and for the whole of India the overdue arrears of land revenue in March 1887 were Rx. 220,000 less than in March 1886. The revenue was collected with comparative ease; the number of attachments and sales of property for default of payment was moderate; in Oudh, the Central Provinces, and Bombay especially, the revenue was collected smoothly and punctually.

Litigation

* NOTE.—At pp. 41-48 of the Indian Financial Statement (Parliamentary Paper, No. 128, dated 23rd April 1888) will be found an interesting review of the land revenue and of the settlement operations, as they now exist, in each province.

SUMMARY.

RENT LAW LITIGATION.

Litigation between landlord and tenant is inconsiderable in all provinces except Bengal, the North Western Provinces, and Oudh. In Bengal the new Tenancy Act has, to some extent, checked litigation of that kind, and is said to have improved the position of the tenants. The total number of rent law-suits in these three provinces during the year was 417,166. Among these, 93,451 were ejectment suits in Oudh, instituted just before the new Tenancy Act came into force; it is anticipated that this enactment will give some relief to Oudh tenants.

WARDS' ESTATES.

The number of estates belonging to minors or incapable persons, and of encumbered estates, that were under the management of Government revenue officers during the year, was 999, with a total rental of Rx. 1,849,000. In the case of solvent estates, considerable sums out of the rental were spent on roads, irrigation works, hospitals, schools, and other improvements, while a part of the surplus was invested against future needs. In some of the larger estates under the Bengal Court of Wards a regular cadastral survey and settlement is being undertaken in behalf of the owners, in order to place the relative rights and responsibilities of landlords and ryots in a clear and satisfactory position. On encumbered estates the surplus is devoted to paying off debts, while in some cases advances at a low rate of interest are made from the public treasury to clear off more pressing demands or loans at high rates of interest. In this way estates are being gradually cleared of encumbrances; for instance, in the Province of Sind, 26 estates were, during the year 1886-87, restored to the owners free of all debt, and the registered liabilities of all encumbered estates under management of Government officers in Sind had been reduced from Rx. 212,180 to Rx. 38,097.

OPIUM.

Of the revenue under "Opium," 97 per cent. accrued on opium exported from India to China and other countries, and 3 per cent. was levied on opium consumed in India. The revenue is raised by a Government monopoly of the manufacture in Eastern, and by a duty on the drug in Western, India; in 1886-87, the Bombay pass duty yielded 5-12ths, and the Bengal monopoly yielded 7-12ths of the net opium revenue. The gross revenue was Rx. 8,942,976, or the same as in 1885-86, and Rx. 1,500,000 less than it was six years previously; the net revenue of the year 1886-87 was Rx. 6,214,000, or Rx. 330,000 larger than in the previous year, in consequence of the decrease in the quantity of crude opium produced by the Bengal growers, who bring all their produce to the Government factories. The area cultivated with opium in the Behar and Benares provinces was about 562,000 acres in 1886, as compared with about 595,000 acres in 1885; but unseasonable weather in March greatly injured the crop, and the total yield of opium was 9 per cent. below the yield of a smaller area in 1885. The quantity of opium exported from India during the year was 95,838 chests, or 7,883 chests more than in the preceding year. The price of opium has decreased considerably since the Chefoo Convention; Chinese opium is reported to be produced in much larger quantity, and of better quality than before, and, under the administration of the China inland revenue, has an advantage over the imported article.

SALT.

The salt duty throughout the year 1886-87 was two rupees a maund of 82 lbs., about two-fifths of a penny per lb., over the whole of India except Burma, where it was one-tenth of the Indian rate. The consumption of salt, and the revenue therefrom, increased 5 per cent. over the totals of the previous year, and the gross receipts of salt revenue were Rx. 6,657,644. Of the total salt that paid duty, 48 per cent. was manufactured on the Indian coasts, 30 per cent. was imported from beyond the sea, and 22 per cent. came from salt sources in the interior of India. The retail price of salt to the people varied with the distance of each mart from the salt sources, and with facilities for carriage; near the salt sources it usually sold at 2¼ to 2½ rupees per maund, or about a halfpenny per lb.; at some few marts in the interior, far from salt sources, and not on a railway line, the price during 1887 reached four-fifths of a penny per lb. It is difficult to quote a rate of average consumption of salt per head of the population, because it is not known how far Native States consume salt that has paid British duty, and because the people of certain tracts, like Sind, the Punjab frontier, and the salt sources, consume much salt that has escaped duty. Probably 34½ million maunds of duty-paid salt in 1886-87 served 240 millions

millions of people; this would give an average consumption of nearly 12 lbs. a head for every man, woman, and child. At that rate the salt duty amounts to a tax of about five pence per head per annum. SUMMARY

The stamp revenue of 1886-87 was Rx. 3,751,280, or $2\frac{1}{3}$ per cent. more than in the previous year. Five-sevenths of this revenue accrued from stamp fees on litigation, and two-sevenths represent the fees on documents and commercial transactions; this latter branch of the stamp revenue was almost stationary during the year. STAMP REVENUE.

The excise revenue on liquor and drugs is raised partly by a still-head duty on spirit, partly by fees from shop licenses, and partly by the sale of the monopoly of vend within specified areas; in tracts where the last system is adopted the monopolist is allowed to open only a fixed number of shops, and his license covers the right to manufacture liquor for such shops. Licenses, especially monopoly licenses for fermented drinks like palm juice and rice beer, are usually sold by auction for a year or for a term of years, so as to prevent jobbery, and to obtain a full revenue from each license. The total excise revenue of 1886-87 was— EXCISE ON LIQUOR.

	Rx.
From licenses and monopoly fees for spirits and fermented liquors - - - - -	2,047,851
„ Distillery duties and fees - - - - -	1,160,853
„ Duties on narcotic drugs - - - - -	402,536
„ Duties on opium consumed in India - - - - -	763,934
	4,375,174
Rx.	4,375,174

The charges of the Excise department were Rx. 116,730, leaving a net revenue of Rx. 4,258,444, against a net revenue of Rx. 4,027,764 in the year 1885-86. This total is exclusive of the customs duties on imported wines and spirits, which yielded about Rx. 490,000 in the year. There has been a considerable increase of excise revenue during the last decade, but it is claimed that most of this increase is due to improved administration, whereby more of the liquor that is consumed pays a higher duty than before. It is certain that, over the greater part of British India, spirits are now much dearer than they were 20 years ago. There are great contrasts in the tastes and in the drinking propensities of the people in different provinces; for instance, four-fifths of the excise revenue in Assam, and nearly three-fifths in Lower Burma, accrues from opium, whereas, in Madras, opium yields only 1-14th part of the whole excise revenue; again, in Bengal the excise revenue is raised at the rate of 10 rupees for every 66 persons, in the Punjab at 10 rupees for 140 persons, in Bombay at 10 rupees for 20 persons, and in Burma at 10 rupees for 16 persons. The consumption of duty-paid liquor is largest in the great cities, and is extremely small in many of the rural tracts; thus, Calcutta, with 1 per cent. of the Bengal population, yields 18 per cent. of the Bengal excise revenue, Bombay City, with 4 per cent. of the Presidency population, yields 27 per cent. of the Presidency excise revenue, while Rangoon, with 3 per cent. of the Lower Burma population, yields 27 per cent. of the provincial excise revenue; again, the liquor revenue of Bombay City comes to $2\frac{3}{4}$ rupees per head on the City population, while the liquor revenue of Kaira, a fertile rural district to the north of Bombay, comes to only .025 of a rupee per head of the Kaira population.

Customs duties are levied on imported liquors and exports of rice; a duty is levied on firearms, rather for police than revenue purposes; all other exports and imports, save opium and salt, are free of duty. The import duties yielded Rx. 512,000, as compared with Rx. 435,000 in the previous year; and the rice duties yielded Rx. 715,700, or Rx. 29,000 less than in 1885-86. The rice exports from Bengal are now smaller than they were 10 years ago; the Burma rice exports fell, owing to the short harvest of January 1886, but in the following season the rice harvest was good, and the Burma rice exports were higher than in any year since 1882. The Indian Government CUSTOMS.

SUMMARY.

are anxious to abolish the rice duties, as soon as financial circumstances permit; meanwhile the rice duty is 3 annas per maund, or about 8 per cent. *ad valorem* on the price at the Burma port of shipment, which rate is about the same as the export duty levied at the rival rice ports of Bangkok and Saigon.

INCOME TAX.

The income tax was levied at 2½ per cent. on incomes over Rx. 200 a year, and at 2 per cent. on incomes from Rx. 50 to Rx. 200 a year; incomes below Rx. 50 were exempt, and so also were incomes derived from agriculture or from land, on the ground that a separate impost had been levied on agricultural profits. The net yield of the income tax was Rx. 1,277,000, of which 30 per cent. was paid by Government servants and pensioners, 5 per cent. accrued from interest on securities, and 6 per cent. was paid by 774 companies. The total number of income-tax payers was 397,511, of whom nine-tenths paid on incomes under Rx. 200 a year, and contributed 38 per cent. of the total yield. The number of incomes over Rx. 1,000 was 6,920, and 338 assessments were made on incomes over Rx. 5,000 a year. As has been mentioned above, incomes from land or agriculture are not included in these totals. Much effort was made by supervising officers to remedy mistakes in assessments; 11 per cent. of the persons originally assessed were absolved from assessment after their objections were heard, and the original assessments were reduced by 19 per cent. on appeal.

FORESTS.

The forest lands of India belong mainly to the State, except in parts of Lower Bengal; and the efforts of the Forest Department are directed to selecting the best and most remunerative forest areas, to marking off these areas as reserves, to conserving them and securing reproduction of timber, and to working the produce of the reserves to the best advantage. Outside the reserves there are in some provinces very large forest or waste areas, which are accessible to the people, and can be reclaimed for cultivation when need arises. The reserves, however, will always be retained as State forests, to be conserved and worked according to the best principles of scientific forestry for the good of the neighbouring populations and the advantage of the public treasury. The Forest Department, is manned by European officers, who have been trained at forest schools in Germany and France, or at Cooper's Hill College, and also by Indian and other officials trained in the forests or at the Indian Forest School established at Dehra in the North West Provinces. Timber and other forest produce in the reserves are worked out in rotation, or on other scientific principles, so as to prevent exhaustion of the supply. Natural reproduction is safeguarded by the exclusion of the yearly fires which used to devastate most Indian forests; and artificial reproduction is effected by systematic plantations. Forest revenue is raised by selling or giving permits for timber, for firewood, for charcoal, for bamboos, for grazing, and for other minor forest produce, with due regard to the claims and comfort of neighbouring rural populations. The extensive State forests and wastes outside reserves are worked so as to produce revenue and to meet local demands, with such rough and inexpensive conservancy as may be practicable. The process of marking off communal or village forests, to be managed by the people themselves, though attempted in more than one province, has not yet been successfully carried out. Private forests, wherever demand for timber exists, are being worked without regard to reproduction; and this circumstance makes the careful conservancy of public forest property all the more important. Forest conservation began in some parts of India 40 years ago; but systematic conservancy under regular forest laws began under the forest administration of Dr. (now Sir Dietrich) Brandis several years later. There are now in British India 51,955 square miles of reserved forests, of which 2,302 square miles were reserved during the year 1886-87. All these reserves are in course of being properly demarcated, and in all of them full investigation and settlement of private rights has been completed or is in progress. Systematic fire protection was in 1886-87 carried out over 17,989 square miles of forest, with the result that fire was absolutely excluded from 92.2 per cent. of that area. Regular plantations of the best timber-bearing trees cover 75,003 acres, of which 5,892 acres were added during the year. The total forest revenue of British India was Rx. 1,104,000, against an expenditure

expenditure of Rx. 720,000, leaving a surplus of Rx. 382,000, as compared with a surplus of Rx. 405,000 in the preceding year. The decrease in the surplus is due partly to the abatement of the demand for wooden sleepers on Indian railways, and partly to enhanced expenditure on forest surveys, working plans, and plantations. Out of the whole revenue, Rx. 583,669 accrued from timber operations, and the remainder from firewood, charcoal, grazing dues, bamboos, rubber, and other minor forest produce. A good deal of teak timber and cutch (a substance extracted from the heartwood of the acacia catechu, used for tanning, for dyeing, and for preserving nets) is sent from Burma to Europe; and a small quantity of rubber, of forest gums and fibres, of bamboos, of canes, and of wild silk, are exported from India. But the great bulk of the yield of the forests is consumed, and most of the forest revenue is paid, by the people of India.

SUMMARY.

The seasons of 1886-87 were on the whole propitious to agriculture though rice and oil-seeds suffered in parts from insufficient or unseasonable rain. Prices of food grains over large areas ruled lower than they had done for several years; but within reach of the great seaports the price of wheat and rice was influenced by the export demand. There has been no serious failure of crop or scarcity over any large area since the year 1878. The exports of wheat, cotton, Burma rice, jute, and tea were larger than in the previous year; the exports of oil-seeds were smaller.

AGRICULTURE.

There is now an agricultural department, with a selected officer for its director, in every large province of India. One of the chief objects to which this officer gives attention is the maintenance and improvement of the village field map and record of rights, which ought to be corrected and re-written yearly for every village in the Empire. These important documents are now being gradually improved throughout the temporarily settled provinces and tracts; and for these areas fairly correct statistics of agriculture are now obtained. But for the whole province of Lower Bengal, for the permanently settled tracts of Madras, for Upper Burma, and for a small part of the Bombay Presidency, no trustworthy agricultural information is available. At pages 54-55 of the Statistical Abstract for 1886-87 will be found details of the area under different crops. From that Table some of the totals are reproduced here, as follows:—

	Total Area under each Crop in 1886 over Two-thirds of British India	Grand Totals.
	Acres.	Acres.
FOOD CROPS:—		
Rice	23,115,000	
Wheat	19,883,000	
Millet, Pulses, and other Food Grains	71,433,000	
Sugar	1,479,000	
Tea, Coffee, and miscellaneous Food Crops	3,862,000	
TOTAL		119,778,000
NON-FOOD CROPS:—		
Cotton	9,853,000	
Oil Seeds	7,678,000	
Indigo	1,035,000	
Other Non-Food Crops	2,442,000	
TOTAL		21,408,000
GRAND TOTAL		141,186,000

SUMMARY.

Of this total about 11,632,000 acres are grown as second crops on land that has already yielded one crop in the year, and 23,263,000 acres, or 16 per cent. of the whole crop area, is irrigated. Of the irrigated area nearly one-half derives water from canals and other works made and maintained by the Government, and 39 per cent. is watered from wells. As has been said, no agricultural statistics are available for the permanently settled tracts of Madras or for Bengal, for Upper Burma, and certain other tracts, which support a population of about 75 millions. It may be estimated that the total crop area of these tracts is about 70 millions of acres; out of which, according to the ascertained facts of other provinces, 84½ per cent. would be food crops and 15½ per cent. non-food crops. Thus the total crop area for British India is probably about—

	<i>Acres.</i>
Under food crops - - - - -	179,000,000
„ non-food crops - - - - -	32,000,000
Total for British India, with a popula- } tion of about 208 millions - - - }	211,000,000

This total does not include fallows, or the comparatively small areas kept for grazing, but it includes the breadth of the second crop, which amounts to about 9 per cent. of the whole crop area. Very little land in India is put down with fodder crops; cattle are grazed on waste lands, or on plots reserved for grazing, and in stubble fields; they are fed on straw, with a little grain, oil-cake or cotton seed for plough and draught oxen. The straw of some food crops is the most valuable part of the harvest; the greater millets, with stalks 8 to 10 feet high, give a heavy yield of fodder to the acre. For many years past the local governments have published weekly reports concerning the condition of agriculture and the crop prospects in each district. During the year 1886-87 monthly forecasts were published by the Agricultural Department, showing the area under the chief export staples, the condition of the crop, and the prospects of the harvest. These forecasts are published for —

Cotton.	Oil Seeds.
Wheat.	Burnia Rice.

So far the forecasts have turned out fairly correct, and they have been of use to traders in these staples.

Little was effected during the year for the introduction of new staple products. But something was done in the way of introducing into different tracts improved varieties of cotton, tobacco, maize, wheat, and barley. The only improved agricultural appliances or machines that were readily bought by the people during the year were sugar-cane presses of the Mylne pattern. In three provinces landholders or Native associations are working model and experimental farms, whereon new methods and appliances are being tried. In several provinces systematic efforts were made for checking cattle disease, either by establishing a veterinary college or classes, or by employing trained Natives to visit tracts afflicted by cattle disease, and to advise upon the best way of treating diseased animals or the herds to which they belong. The work of improving the breed of horses and of promoting the breeding of mules, by increasing the number of horse and donkey stallions, made good progress in the Punjab, Bombay, and the North West Provinces; over 400 selected horse stallions were maintained in these provinces, besides a large number of donkey stallions; and 21,000 branded mares, belonging to Native owners, were on the registers of the horse-breeding inspectors; none but selected mares of good stock are registered as eligible for service by Government stallions.

POST OFFICE.

There was a considerable increase in the postal facilities and in the work of the Post Office during the year. The number of post-offices and pillar boxes was increased by 8 per cent., and the length of postal lines by 2½ per cent.; the number of letters, newspapers, &c., passing through the

the post-office was 254 $\frac{3}{4}$ millions, or 6 per cent. more than in the previous year, the chief increase being under the head of post-cards. The parcel insurance and money-order business is expanding greatly. All the district savings banks were taken over by the Post Office on the 1st April 1886; the number of deposit accounts increased during the year from 155,009 to 219,010, and the balance at the credit of depositors rose from Rx. 2 $\frac{1}{4}$ millions to Rx. 4 $\frac{1}{4}$ millions. The postal receipts were Rx. 1,157,878, or 4 per cent. above the income of the previous year; but the *net* charge on account of the Post Office rose from Rx. 189,518 to Rx. 195,997, an increase of about 3 per cent.

SUMMARY.

The length of telegraph line and cable in India is now 30,034 miles, of which 2,524 miles represent the extensions of 1886-87; the number of messages was 2,516,826, an increase of 226,888 over the previous year. The system of opening telegraph offices at outlying post-offices is being extended, and there were 326 such combined offices at the end of the year, besides 2,063 telegraph offices. The receipts were Rx. 597,643, yielding a surplus of Rx. 185,459 on the revenue account, equal to 4.58 per cent. on the capital outlay; the additions to the capital expenditure during the year amounted to Rx. 211,127, or Rx. 82,557 less than in the previous year.

TELEGRAPHS.

The Indo-European telegraph line *via* Teheran had fewer interruptions and worked at better speed than in the previous year. There was some reduction in the tariff; and the *net* revenue was 13,827 *l.*, equal to 1 $\frac{1}{4}$ per cent. on the capital outlay of 1,124,376 *l.*

The total State outlay on Public Works in India during the year may be thus stated:—

PUBLIC WORKS
OUTLAY.

	Rx.	Rx.
Not Charged to Revenue:		
Railways - - - - -	5,123,105	
Irrigation - - - - -	517,379	
		5,670,484
Charged to Famine Relief Grant:		
Railways - - - - -	200,000	
Irrigation - - - - -	107,979	
		307,979
Charged to Revenue under other Heads:		
Railways: Construction - - - - -	183,077	
Railways: On Revenue Account - - - - -	15,666,427	
Irrigation (including Construction) - - - - -	2,310,654	
Military Works (including Special Defence Works).	1,387,264	
Civil Works - - - - -	4,140,129	
		23,687,551
GRAND TOTAL - - - Rx.		29,666,014

Against this expenditure may be set the receipts, from Railways, Rx. 14,477,759; from Irrigation, Rx. 1,656,705; from Buildings and Roads, Rx. 727,574; total, 16,862,038.

On the 31st March 1888 there were 14,338 miles of open railway in India, of which 988 miles were opened during the previous 12 months; 2,487 miles more were under construction. The extensions were spread over 13 different lines, of which the Southern Mahratta, the North Western, the Indian Midland, and the Nizam's lines showed the largest increase. The total capital outlay on railways up to the end of the year 1887 was Rx. 187,221,521, and the cost of the open lines averaged Rx. 13,000 per mile, ranging from Rx. 1,843 on the Jodhpore Railway to Rx. 21,483 on the East Indian Railway. The gross earnings of all lines for the year were Rx. 18,459,582; working expenses came to 49 per cent. of the earnings; and the net revenue yielded

RAILWAYS.

SUMMARY.

yielded $5\frac{1}{2}$ per cent. per annum on the capital cost. The gross earnings were smaller by Rx. 236,405 than in the preceding year, in consequence of the decrease in the quantity of wheat for export. The most paying line was the Jodhpore Railway (127 miles long), which yielded a dividend of $8\frac{3}{4}$ per cent. on its capital cost. Though the dividend on the total railway capital is apparently $5\frac{1}{2}$ per cent., and though the Government is not liable for more than 5 per cent. on any guaranteed capital, or for more than 4 per cent. on State railway capital, still the Indian Treasury lost on its current railway transactions Rx. 1,987,178 in 1886-87 and Rx. 2,267,800 in 1887-88. This loss is explained partly by the fact that two guaranteed railways were entitled to one-half the surplus profits on their lines above 5 per cent., or a sum of Rx. 989,702, and partly by the fact that interest on guaranteed railway capital has to be paid in gold, while the earnings of the lines are realised in silver.

The fares and rates charged on Indian railways range from $1\frac{1}{4}$ pie to 3 pie per mile (less than one farthing on the average) for the lowest class of passengers, and from $2\frac{1}{4}$ pie to 8 pie (less than one halfpenny per ton per mile on the average) for grain and coal. The total number of passengers travelling was 95 millions, and of tons of goods moved 20 millions. The earnings from goods were about double the earnings from passengers. The number of passengers who suffered from railway accidents were six killed and 63 injured.

IRRIGATION.

The areas of land irrigated by Government works were, for the year 1886-87—

	Acres.
In Madras - - - - -	4,738,409
In the Punjab - - - - -	1,950,640
In Sind - - - - -	1,407,778
In the North Western Provinces - - - - -	1,363,815
In Bengal - - - - -	417,821
In Bombay - - - - -	42,628
In Ajmere - - - - -	30,305
TOTAL - - - - -	10,951,396

The irrigated areas in Madras, the Punjab, and Sind, were much larger than in the previous year. In the North Western Provinces the area taking canal water was 25 per cent. less than in 1885-86, by reason of the favourable rainfall which sufficed for the autumn and spring crops over large areas. For irrigation works, which watered last year 7,024,076 acres, separate accounts of capital outlay, working expenses, and revenue yield are kept. The works which water the rest of the irrigated area are chiefly in Madras, Sind, and the Punjab; they were constructed from revenue in past years, and they now yield large returns. The total irrigation expenditure of the year was Rx. 2,310,700. The irrigation and embankment works, for which detailed accounts are kept, show the following results for the year 1886-87:—

Capital outlay to end of the year, including capitalised land revenue of land occupied by canals, also pension or leave allowances - - - - -	Rx.
	30,454,737
Capital outlay of the year - - - - -	655,000
Gross irrigation revenue - - - - -	1,940,343
Working and maintenance expenses - - - - -	862,804
Percentage of net receipts on capital outlay - - - - -	$3\frac{1}{2}$ per cent.

The capital expenditure of the year was devoted mainly to the Lower Ganges Canal, the Kistna and Godavery Systems, the Betwa and the Sutlej Canals. The distributary channels of the Sutlej Canal are approaching completion, and water is being taken by landholders even more rapidly than was expected. The irrigation works of the Cauvery, Kistna, and Godavery deltas and of Sind yield net returns of more than 10 per cent. on the capital outlay;

SUMMARY.

outlay; and the great canals of Upper India yield about 5 per cent. when complete. But the irrigation account is burdened with Rx. 8,812,423 capital expended on the Orissa, Kurnool, Sone, and Deccan Canals, of which the Orissa and Kurnool Canals were taken over from private companies, and none of which yield any appreciable dividend.

Much of the land irrigated in Sind, Madras, and the Punjab, would yield little or no crop without water, and the yearly benefit to the agricultural community by the irrigation of 11 millions of acres, and by embankments against the Irrawaddy and Indus Rivers, may be estimated at about Rx. 14,500,000 in ordinary seasons; in time of drought and high prices the benefit is much greater.

Out of a total outlay of Rx. 1,387,264 on military works, a sum of Rx. 465,299 was spent on coast and frontier defences, and on certain fortresses in the interior of India. Good progress was made with the defences of Aden; and some progress at Bombay, Karachi, and Rangoon. Fortresses at Delhi, Ferozepore, Mooltan, Attock, Bori, and Quetta, were either constructed or improved; and 137,597 l. were spent on purchasing heavy guns and quick-firing guns for the new defences. Among other new works were barracks in Upper Burma, at Quetta, and at Jhansi. The more important military roads were those connecting Quetta and Pishin with the Khwaja-Amran range; a considerable sum was spent on clearing military tracks in Upper Burma.

CIVIL WORKS.

The outlay on public buildings was Rx. 877,258, most of which was devoted to repairs and maintenance; something was spent on courthouses, school-houses, and gaols in Bengal, Burma, and other provinces. Rx. 2,348,902 were spent on roads and other public improvements. In some provinces the outlay was incurred chiefly in the maintenance and repair of existing roads, bridges, and navigable channels; but important new lines of road and bridges were either begun or prosecuted in Upper Burma, Madras, and the North Western Provinces. Most of the outlay on local roads is now managed by district boards in the more advanced provinces. Among the more important public improvements prosecuted during the year were the Madras Harbour, the Calcutta Docks, a dry dock at Bombay, and two light-houses.

Exclusive of Government transactions, the foreign trade of India for the year 1886-87 stood thus:—

TRADE.

	Rx.		Rx.
Value of exports of merchandise by sea - - - - -	88,428,000	Value of imports of merchandise by sea - - - - -	58,861,000
Value of exports of merchandise across the external land frontier - - - - -	5,476,000	Value of imports of merchandise across the external land frontier - - - - -	3,513,000
		Net imports of treasure by land and sea - - - - -	9,458,000
TOTALS - - - Rx.	92,904,000	Rx.	71,830,000

The Secretary of State's bills paid during the year in India were Rx. 16,404,000. The imports of merchandise by sea were 13 per cent., and the exports were 5 per cent. larger than in the previous year. The largest items of the exports were:—

	Rx.
Cotton - - - - - valued at	13,468,000
Opium - - - - - "	11,077,000
Oil-seeds - - - - - "	9,198,000
Rice - - - - - "	8,764,000
Wheat - - - - - "	8,625,000
Jute and jute goods - - - - - "	6,021,000
Tea - - - - - "	4,727,000
Cotton yarn and goods - - - - - "	4,215,000
Indigo - - - - - "	3,691,000

SUMMARY.

In all these articles except rice the exports showed a large increase over the preceding year. Cotton yarns from Bombay mills are winning their way into Chinese and Japan as well as into Indian markets. The chief items of the import trade are :—

	Rx.
Cotton yarns and goods - - - - - valued at	28,674,000
Metals, apart from railway materials - - - - - „	4,689,000

There was a large increase over the previous year under both these items, and also under sugar. The port of Bombay has a foreign trade valued at Rx. 68,375,000, while the Calcutta trade came to Rx. 58,982,000. Of the Indian imports, 80 per cent. came from the United Kingdom. Of India's total trade, exclusive of treasure, 59 per cent. is with the United Kingdom; 12 per cent. is with China; 6 per cent. with France; 4 per cent. with Italy and the Straits Settlements respectively. The total shipping entered and cleared at Indian ports during the year was 7,294,589 tons, of which 83 per cent. was under the British flag.

The countries which have the largest land trade with India are :—

	Rx.
Nepal - - - with a trade valued at	2,530,000
Cashmere - - - „ „	913,000
Cabul - - - „ „	898,000

There was a considerable advance in the trade with these three countries, as compared with the previous year; and also in the land trade with all other neighbouring countries, except Sikkin, Thibet, Siam, and Karennee.

MANUFACTURES.

Once in ten years only are statistics prepared of the weaving, carpentering, and other, so to speak, household and village industries. With the greatly increased importation and production of machine-made yarns and cotton goods the weaving and spinning industries must decline; but other employments are arising and extending. For instance, the railways give employment to 225,000 men; over 400,000 labourers are employed on tea-and-coffee gardens; the returns of factories show that great industries of this kind are increasing. For the year 1886-87 there were—

<ul style="list-style-type: none"> • 94 cotton mills, 24 jute mills, 7 paper mills, 43 rice mills, 41 timber mills, 43 iron foundries, 	<ul style="list-style-type: none"> 9 silk mills, 19 breweries, 22 coffee works, 12 sugar factories, 37 tanneries, 11 pottery and tile factories,
--	--

besides jute and cotton presses, oil-mills, soap, cement, lac, cutch, ice, indigo, and other minor factories, returned at 8,110 in all.

MINERAL RESOURCES.

The out-put of coal from Indian collieries was 1,388,487 tons, or 7 per cent. above the yield of the preceding year; the total imports of coal into India by sea were 765,668 tons. Coal from new sources at Umeria in Bundelkund, at Dandot in the Punjab salt range, at Makum in Assam, at Singareni in the Nizam's territory, is coming into increased consumption under arrangements made during the year. The earth-oil industry in Burma made no progress; and the earth-oil of Baluchistan has not yet come into consumption. Of the many gold mines opened in Southern India only five were yielding gold during the year; and of these only one was distinctly successful, where the out-put was said to be 2,000 ounces of gold a month. Arrangements for working the Burmese ruby mines with British capital, skill, and machinery, were not completed; but Native workings were going on, and the despatches of rubies from Mandalay by post were insured at Rx. 110,000 during the 12 months ending in June 1888.

EDUCATION.

Progress in education continues throughout India. The number of schools and colleges rose to 127,381, as compared with 122,643 in the year 1886, and the total number of scholars to 3,358,042, as compared with 3,339,061. Of this total only about 150,000 were girls; but the increase in

the

the number of girl scholars has during the last three years been in a much larger ratio than the increase among boy scholars. A new university was opened at Allahabad in 1887; and India now possesses five universities, all of which hold examinations and grant degrees. Though the universities do little teaching, yet by their examinations they control and mould all higher and secondary education in India. The number of candidates for admission to the universities rose from 13,254 to 14,732, and the number of admissions from 4,231 in 1886 to 6,224 in the year 1887. The number of students who gained university degrees in the year were,—

In Arts or Science	- - - - -	826
In Medicine	- - - - -	80
In Engineering	- - - - -	37
In Law	- - - - -	193

A large number of medical students obtained diplomas as "hospital assistants," besides those who graduated in medicine. Of the Calcutta graduates in arts during 1887, two were women. The number of secondary or higher schools for boys has risen during the last five years from 3,932, with 215,731 pupils, to 4,160, with 404,189 pupils; during the same period the secondary schools for girls have risen from 190, with 6,366 pupils, to 357, with 24,904 pupils. The most important technical schools are the workshops at the great railways; at which some hundreds of apprentices, many of them holding scholarships or stipends from Government, or from local bodies, are learning mechanical engineering, smithy work, and carpentry. The number of pupils at engineering colleges, and at art schools, is still very small; but the teaching of drawing and of surveying is being extended in most provinces. Now that primary and secondary schools are mostly under the control of municipal and local boards, it is expected that technical teaching in the special handicraft or manufacture of each locality will be gradually increased.—Grants in aid are offered to all approved efforts towards such ends. The total expenditure on education in British India for the past two years is returned thus:—

	1886.	1887.
	Rx.	Rx.
Universities or Colleges	237,800	264,600
Secondary Schools	776,200	814,900
Primary Schools	803,500	819,200
Training Schools for Teachers	55,000	54,600
Direction and Inspection	198,700	199,600
Scholarships	59,800	63,100
Buildings and Miscellaneous	293,400	334,700
Rx.	2,424,400	2,550,700

Of the total expenditure in 1887, the share contributed from taxation was Rx. 1,357,000; school fees gave Rx. 663,700; and Rx. 529,800 were contributed from private sources.

At the end of the year 1886-87 there were 315 vernacular newspapers regularly published; of which a few only were "dailies;" their circulation varied from 200 copies to 20,000 copies in the case of the "Bangabasi," a Bengali "weekly;" and they were issued in 12 different vernacular languages. These journals keenly discuss national and local questions of public interest; their notices of Her Majesty the Queen's Jubilee were universally loyal, and so also were their general sentiments towards the Imperial Parliament; their articles on the Russian advance towards India were decidedly in favour of British dominion, but they mostly condemned the annexation of Upper Burma; the majority were decidedly in favour of the National Congress movement. They criticised severely the income tax, the stamp fees on litigation, the conduct of the police, some of the Bills

LITERATURE AND
PRESS.

SUMMARY.

before the Legislature, and the working of the Arms Act; they discussed the early marriage difficulty, the widow re-marriage movement, and similar social questions. They were bitter on what they deemed to be shortcomings of the Government, misdoings of public servants, or miscarriages of justice; and they were often too ready to publish scurrilous attacks on, or to impute evil motives to, individual officers, Native and European. The Bombay newspapers are reported to be fairly moderate in tone. There was no censorship on any of these journals, and no restriction beyond the general law against libel, against indecency, and against exciting sedition. The total number of books and publications registered during the year was 8,877, out of which about one-tenth were periodicals, and more than nine-tenths were in vernacular languages. Half of these publications were either religious or poetical; educational writings and works of fiction were numerous; works on science, medicine, and technical subjects were increasing; histories were rarely published; in Bombay many standard English novels were published in Marathi and Guzerathi; some of the Bengal publications were open to the charge of indecency.

MUNICIPALITIES.

At the end of 1886 there were in India 720 municipal towns, containing a population of 14 million souls. These municipalities are of varying size, from Bombay city, with nearly 800,000 people and yearly receipts of Rx. 600,000, down to towns with less than 5,000 people and receipts under Rx. 200 a year. The municipalities are controlled by committees, which, under the law applicable to each province, can impose taxes, enact bye-laws, make improvements, and spend money; but the sanction of the local government is necessary in each case before new taxes can be levied or new bye-laws can be brought into force. In all larger towns, and in many of the smaller towns, the majority of members of committees are elected by the ratepayers; everywhere the majority of town committees consists of Natives, and in many committees all the members are Natives. In the municipalities, for which accurate figures are available, out of a total of 7,193 members, 3,481 were elected by ratepayers, and 3,712 were nominated by the Government; 6,496 were Natives of India, and 697 were Europeans. In some places much interest is taken in municipal elections, but in the greater number of towns the proportion of ratepayers who go to the polls is small. Members of committees receive no payment for their municipal duties, which they discharge for the most part with discretion and sometimes with zeal. The total receipts and expenditure of the year for all municipalities in India were:—

RECEIPTS.		Rx.
Octroi duties - - - - -	- - - - -	771,424
Other taxes - - - - -	- - - - -	1,196,986
Sources other than taxation - - - - -	- - - - -	1,237,818
Loans - - - - -	- - - - -	452,251
TOTAL - - -		3,658,479*
EXPENDITURE.		
Cost of collection and administration - - - - -	- - - - -	271,432
Public health - - - - -	- - - - -	1,216,454
Public safety - - - - -	- - - - -	292,176
Public convenience, including streets and roads - - - - -	- - - - -	530,856
Repayment of, and interest on, debt - - - - -	- - - - -	193,533
Miscellaneous - - - - -	- - - - -	1,065,337
TOTAL - - -		3,569,788*

Municipal

NOTE.—In these totals the sum of Rx. 1,419,275, shown in the Table attached to the "Municipalities" section, as swelling the Bombay accounts on both sides by reason of certain loan transactions, is omitted.

Municipal loans have been incurred only for large permanent improvements, such as waterworks and drainage works; sinking funds for the liquidation of such loans within a limited term of years are in every case established; and during the year no municipality failed to set apart the full sum required for the interest and sinking fund of its loans. SUMMARY.

For some years, district boards or committees have existed in Bengal for administering the road cess, and in Madras for managing local hospitals as well as local roads and other improvements. As narrated in last year's Report, the scope of the district boards' duties has recently been much widened; and during the year the establishment of local boards for districts and sub-districts has been extended under recent enactments in Madras, Bengal, the North West Provinces, the Punjab, and the Central Provinces. In Madras, Bengal, and the North West Provinces a part of the members of a district board are elected by the smaller local boards, which represent different sub-divisions of the district. DISTRICT BOARDS.

There were 1,436 hospitals and dispensaries open at the end of 1886, or 29 more than in the previous year. A certain number of special hospitals for women, of women's wards, and of children's wards, are established or are being opened, partly by Native liberality, as in the case of the Kama Hospital at Bombay, partly by missionary societies, and partly under the impetus given by an association which was founded by the Countess of Dufferin. The total number of indoor patients treated was 243,129, and of outdoor patients, 10,309,214. The hospital death-rate was lower than in 1885 for every province except Assam and Berar. The number of more important surgical operations was returned at 31,807, a large advance on the total of 1885. In 24 lunatic asylums a total of 5,343 patients were under treatment, among whom the death-rate was somewhat higher than in the previous year. According to the latest return there were 16 lesser asylums in operation under local bodies in the different provinces. HOSPITALS.

Ten more towns in Bengal, besides a few towns in other provinces, have voted the extension of the Compulsory Vaccination Act to themselves. Over the whole country the number of successful vaccinations was 4,950,893, as compared with 4,703,214 in 1885. The ratio of vaccinations to the total population ranged from 71 per mille in Berar, and above 50 per mille in some other provinces, to nine per mille in Burma. About two million of the successful operations were performed on infants under one year old. The reported deaths from small-pox fell to 51,112 from 80,785 reported in the previous year; in the cities of Calcutta and Madras, where adequate protection has been given for some years, only 15 deaths and one death respectively were reported as due to small-pox; from Berar also, where the vital statistics are exceptionally complete, only 116 small-pox deaths were reported. VACCINATION.

~~The medical colleges which train for a university degree in medicine are~~ MEDICAL SCHOOLS.
four in number, and the total number of their students fell from 806 to 767 by reason of the withdrawal of a large number of students from the Bombay College. One new medical school was opened at Cuttack during the year, and there are now 16 schools which train youths mostly through the medium of the vernacular for the diploma of Hospital Assistant; at these schools were 1,237 students, a somewhat smaller number than in 1885. Some of the pupils of Indian medical colleges and schools come to Europe and complete their studies there; the majority enter the public service, and do excellent work in hospitals and dispensaries; while in the more advanced provinces a considerable number settle down as private practitioners. Under the auspices of Lady Dufferin's association classes for women, in medicine, in obstetric surgery, and in nursing, have recently been established or extended in nearly every province; and these institutions are usually managed by women graduates from the medical schools of Europe or America. At the end of the year 1886, 158 women were under instruction at the several medical schools and colleges, out of a total of 2,004 students on the rolls of these institutions.

The Emigration Laws apply to Indians who emigrate, under contract to labour, to countries beyond the sea other than Ceylon or the Straits, or who go under similar contract to the tea districts of Assam. The number of statute emigrants across the sea was 7,666, or less than half the number of the preceding EMIGRATION.

SUMMARY.

ceding year; they went to Demerara, Trinidad, Fiji, Natal, the Mauritius, and Dutch Guiana. From these colonies 6,123 emigrants returned during the year, with savings averaging Rs. 111½ per head. From Pondicherry 2,331 emigrants, mostly natives of the Madras Presidency, embarked for the French Colonies of Cayenne, Réunion, Guadaloupe, and Mozambique; the returning emigrants from Cayenne brought back savings averaging Rs. 222½ a-piece. The number of emigrants to Ceylon and the Straits was 36,025 and 20,625 respectively; and the number of returning emigrants was about the same. The emigrants to the tea districts were 30,894 in number, and to Burma there went 78,691 labourers; while 55,401 returned from Burma within the year. The emigrants go chiefly from the North Western Provinces and Oudh, from Chota Nagpore, and from the Madras Presidency. The laws for the protection and inspection of emigrant labourers under contract are enforced.

ARMY.

The sanctioned strength of the Indian Army, excluding the Hyderabad contingent, with 7,888 men of all arms, is:—

	<i>Men.</i>	
BRITISH TROOPS:		
Artillery, 88 batteries - - - - -	12,634	
Cavalry, 9 regiments - - - - -	5,679	
Infantry, 53 battalions - - - - -	53,689	
		72,002
NATIVE TROOPS:		
Sappers and Miners, 21 companies - - - - -	3,720	
Artillery, 9 batteries - - - - -	1,884	
Cavalry, 48 regiments and corps - - - - -	23,439	
Infantry, 127 battalions and corps - - - - -	111,558	
		140,610
TOTAL - - - - -		212,612

The force employed on active service in Upper Burma at the end of the year consisted of 24,930 men of all ranks, of whom 5,598 were British troops and 1,421 were Native cavalry. Mounted infantry, both British and Native, were largely employed, and found very useful; they were mounted on ponies, and on occasions accomplished long marches for several days together. The troops had many encounters with Burmese guerillas and dacoits; they sustained comparatively little loss in the field, but they suffered considerably from disease.

The Volunteers numbered 17,191 enrolled, and 14,069 efficient, members, consisting of 18 troops of horse, six artillery batteries, nine companies of mounted rifles, and 254 companies of infantry.

The expenditure on the Army for 1886-87 was Rx. 18,540,000.

MARINE.

Naval duties in Indian seas are undertaken by the Admiralty, who, for a payment of 70,000 *l.* from the Indian Treasury, maintain a squadron of six ships in Indian waters. The Indian Marine Department had, in 1886, 12 sea-going steamers, which were employed chiefly in carrying troops, on survey and lighthouse work, and at the Andaman Islands; they had two turret ships for the defence of Bombay Harbour; and they had seven large river steamers, besides flats and many smaller craft for pilotage work, for harbour torpedo service, for survey duties, and for inland waters in Bengal and Burma. Two Government dockyards are maintained at Bombay and Calcutta, at which all Government vessels are repaired and small craft built. The cost of the Marine Department was Rx. 848,000 in 1886-87, as compared with Rx. 525,000 in the previous year; in both years there were receipts of Rx. 200,000 as a set-off against the cost of pilot establishments and lighthouses and the cost of the dockyards. The increased expenditure of 1886-87 was due mainly to the hire of troopships between Burma and India, and to the purchase and maintenance of vessels for use in Upper Burma waters.

The

The marine expenditure totals include the subsidy to the Admiralty, the cost of troopships in India and the cost of lighthouses and lightships round Indian coasts; but they do not include a sum of 295,242*l.* charged under the head of "Army" on account of the great troopships which carry soldiers to and from India. SUMMARY.

The Indian States under Native administration comprise an area of 610,000 square miles, and a population of 60½ millions of people. These States are all under British political control; and the Indian Government has relations with transfrontier and frontier tribes and States from Arabia on the west to Siam on the east. There was steady and satisfactory progress in most of the Native States; in improving their administration, in promoting education, and in carrying out public works, well-managed States vie with the efforts of neighbouring British provinces. In the Nizam's territory, in Baroda, in Jodhpore, in Bhopal, in Gwalior, and in Kathiawar, Native princes had opened, or were constructing, lengths of railway at their own charge; while the Mysore State, Jaipur, and the Cis-Sutlej Sikh States spent much on irrigation works. Mysore and three of the chief Rajputana States spent on works of public improvement Rx. 410,000 in 1886-87, out of a total yearly revenue of Rx. 2,360,000. All the important Native States, without exception, keep within their income; many of them have large cash balances, and some have spent their surplus on railways. There were disturbances in Bhurtpore, and in parts of Kathiawar; the people are said to be rack-rented or over-taxed in the States of Gwalior, Indore, and Kolhapore; and serious notice had to be taken of misgovernment in the States of Suket, Maler Kotla, in some of the feudatory States of the Central Provinces, and in Jhallawar and Porbundur; these two latter States had to be taken under British management for a time. NATIVE STATES.

The great State of Gwalior came under a regency owing to the minority of the Maharaja; the Native Minister is Regent, assisted by a council of the chief nobles and officials of the State, and advised by the British Resident. It was found that the yearly revenue exceeded the expenditure by Rx. 280,000; but that the administration of justice was inefficient, that the police were bad, that the ryots were over-taxed, and that roads and other public works had been neglected. The Regent is introducing effective reforms in all these matters. The treasury of the late Maharaja was found to contain Rx. 6,000,000 of coined silver, and Rx. 1,000,000 of gold and jewels. Of these accumulations, 3½ millions have been invested in British Government 4 per cent. loans, and some of the interest is to be spent on railways, besides Rx. 200,000 which is to be set out of income to ordinary public works.

Mysore, Travancore, Baroda, and a few other States issue reports of their administration, on the type of the administrative reports of British provinces. The report of Mysore gives an interesting review of the progress of the province during the five years following its rendition to the Maharaja. The system established during 50 years of British rule has been maintained by the Maharaja's Government, though nearly all the officials of the State are Native. Railways, irrigation works, roads, surveys, legislation, judicial administration, and forest conservancy, have all been carried on very much as under British rule. The Maharaja has made one notable new departure, in that he convenes annually an assembly of 175 members, representatives of the landed and commercial interests in all parts of his dominion; to this assembly an account of the year's administration is given, and before it is laid for discussion a sketch of new measures which may be proposed. The Maharaja's Prime Minister reports that this assembly, which has now met regularly for seven years, is of great service both to the Government and to the people. The revenue, the trade, and the prosperity of Mysore have advanced considerably since the accession of the Maharaja; part of the famine debt has been paid off, and the country has nearly recovered from the evil effects of the great famine of 1877-78.

Many Native States, besides celebrating Her Majesty's Jubilee in other ways, took opportunity in 1887 to abolish transit dues, and to free their frontiers from restrictions to trade, in token of their loyalty to the paramount power of the Empress of India.

The

SUMMARY.

The frontier between Russia and Afghanistan was settled and demarcated by a joint British and Russian Commission during the year. The relations of India with Khelat, Afghanistan, Cashmere, Nepal, Bhootan, China, and Siam, were friendly. On the Panjab border the tribes were quieter than usual; there was trouble on the Assam frontier with the Aka tribes only; and a beginning was made towards establishing permanent relations with the Shans, and with the wilder races on the confines of Upper Burma.

JUBILEE CELEBRATIONS.

At every large town in India the Jubilee anniversary of Her Majesty's accession was celebrated with much demonstration of loyalty and rejoicing. Darbars were held, public entertainments were given, streets were illuminated, prisoners were released, debtors in prison had their debts paid, and children were fêted. Many public bodies and loyal persons took opportunity to endow hospitals, to open libraries, to build bridges, and to found other useful institutions and improvements in memory of the fiftieth year of the reign of Her Majesty the Queen-Empress.

II.

ADMINISTRATION AND LEGISLATION.

IN the home administration, in August 1886, Sir Richard (afterwards Viscount) Cross, G.C.B., succeeded the Earl of Kimberley, K.G., as Secretary of State, and Sir John Eldon Gorst, Q.C., M.P., succeeded Mr. E. S. Howard, M.P., as Parliamentary Under Secretary of State. Two vacancies in the Council, caused by the retirement of Sir Frederick J. B. Halliday, K.C.B., and the death of Mr. J. R. Bullen Smith, were filled by the appointment of Colonel Sir Owen T. Burne, K.C.S.I., C.I.E., and Mr. Hardie.

ADMINISTRATION.
India Office.

The most important matter relating to India, dealt with in Parliament, was the question of the appointment of a Joint Committee of both Houses to inquire into the operation of the Statutes 21 & 22 Vict. c. 106 (the Act for the better government of India), and certain other Acts relating to India. A motion for the appointment of the Committee was agreed to in the House of Lords on the 11th of March 1886, and the Lords Committee was nominated on the 16th idem. The Committee never acted, however, and in the House of Lords, on the 21st of June, the Orders of the 11th and 16th of March were discharged. No action for the appointment of a Committee was taken in Parliament in the Session of 1887, in view of the fact that in the meantime a Commission had been appointed in India to inquire into the organisation of the Government Departments in India.

The Earl of Dufferin, K.P., G.C.B., G.C.M.G., G.M.S.I., G.M.I.E., who had taken his seat as Governor General of India in December 1884, retained that office throughout the year under review. In the Council of the Governor General, Major General T. F. Wilson, C.B., Ordinary Member, was succeeded, in January 1886, by Major General T. E. Hughes, R.A., who died in the following May, and was succeeded by Major General G. T. Chesney, C.B., C.S.I., C.I.E. In December 1886 Mr. Andrew R. Scoble, Q.C., succeeded Mr. Courtenay P. Ilbert, C.S.I., C.I.E., as Legal Member of the Council. During portions of the year Colonel O. R. Newmarch and Mr. J. B. Peile, C.S.I., acted temporarily as Members of Council.

Government of
India.

Until near the close of the year the Chief Commissionership of Ajmere Merwara, together with the Political Agency to the Governor General in Rajputana, was held by Sir E. R. C. Bradford, K.C.S.I. He was succeeded by Colonel C. K. M. Walter, of the Bengal Staff Corps.

Rajputana
Agency and
Ajmere Merwara.

Sir Lepel H. Griffin, K.C.S.I., was Agent to the Governor General for Central India during 1886-87, but during his absence on leave, from May to November, his place was taken by Colonel P. W. Bannerman of the Bombay Staff Corps.

Central India
Agency.

Mr. J. G. Cordery, C.S.I., held the office of Resident at Hyderabad (having under his charge the Hyderabad Assigned Districts) during six months of the year, and Colonel Ross was appointed to officiate for him during his absence on furlough, from 7th April to 8th October 1886.

Berar and Hy-
derabad.

In May 1886 Mr. C. E. R. Girdlestone made over charge of the offices of Chief Commissioner of Coorg and Resident of Mysore, and the charge of the civil and military station of Bangalore, to Mr. J. B. Lyall, on the return of the latter from furlough. On being nominated Lieutenant Governor of the Panjab Mr. Lyall made over charge, in March 1887, to Mr. D. Fitzpatrick, C.S.I., who was appointed to officiate in the above posts.

Mysore, Banga-
lore, and Coorg.

Sir Augustus Rivers Thompson, K.C.S.I., C.I.E., continued to be Lieutenant Governor of Bengal during the year. The permanent constitution of the Department of Land Records and Agriculture was sanctioned by the Secretary of State soon after the close of the year.

Bengal.

Mr. W. E. Ward was in charge of the administration as Officiating Chief Commissioner throughout the year.

Assam.

Sir Alfred Comyns Lyall, K.C.B., K.C.I.E., continued to be Lieutenant Governor of the North West Provinces and Chief Commissioner of Oudh

North West Pro-
vinces and Oudh.

- ADMINISTRATION. during the year. In the autumn of 1885 he submitted to the Government of India a scheme for establishing a Legislative Council for the North West Provinces and Oudh, urging that the combined provinces constituted an administration which in area was in no way inferior to any other Local Government, while in population it was second only to Bengal, and was charged with public interests of proportionate importance and magnitude. The Government of India and the Secretary of State consented to the establishment of the Council, and the necessary proclamations were issued by the Government of India in November 1886. Under the provisions of the Indian Councils Act of 1861, however, the new Council is precluded from amending or repealing any law passed by the Governor General's Council between 1861 and 1887.
- Punjab. The year 1886-87 was the fifth and last of the Lieutenant Governorship of Sir Charles Umpherston Aitchison, K.C.S.I., K.C.I.E.
- Central Provinces. Mr. D. Fitzpatrick, C.S.I., officiated as Chief Commissioner of the Central Provinces during the absence of Mr. C. H. T. Crosthwaite, C.S.I., on furlough and on deputation with the Public Service Commission. On Mr. Crosthwaite's appointment to the Chief Commissionership of Burma he was succeeded in the Central Provinces by Mr. A. Mackenzie, C.S.I., Mr. Fitzpatrick taking Mr. Crosthwaite's place on the Public Service Commission.
- Burma. Towards the close of the official year Sir Charles Bernard, K.C.S.I., handed over the administration of the province to Mr. C. H. T. Crosthwaite, C.S.I. In November 1886 the province was visited by the Commander in Chief, by Sir T. Hope, K.C.S.I., C.I.E., Public Works Member of the Governor General's Council, and by General Chesney, C.B., C.S.I., C.I.E., Military Member of Council.
- Madras. The Right Honourable Sir Mountstuart Elphinstone Grant Duff, G.C.S.I., C.I.E., continued to hold the office of Governor of Madras until the 7th of December 1886, when he was succeeded by the Right Honourable Robert Bourke (now Lord Connemara, G.C.I.E.). Lieutenant General Sir Herbert Taylor Macpherson, V.C., K.C.B., K.C.S.I., Commander in Chief, died in Burma on the 20th October 1886. He was succeeded by Lieutenant General Sir Charles George Arbuthnot, K.C.B., R.A., who took his seat on the 21st of December 1886, the command of the Army having in the meantime devolved upon Major General Hugh Rowlands, V.C., C.B. Consequent on the resignation of Mr. H. E. Sullivan, C.S.I., Senior Member of Council, on the 8th December 1886, Mr. Philip Percival Hutchins, C.S.I., who had already been appointed Provisional Member of Council, took his seat as Ordinary Member of Council on the 18th of January 1887.
- Bombay. Lord Reay, LL.D., G.C.I.E., continued to be Governor of Bombay during the year. His Royal Highness the Duke of Connaught and Strathearn, K.G., K.T., K.P., G.C.S.I., G.C.M.G., C.B., on succeeding to the command of the Bombay Army, in the place of Major General Sir Charles Arbuthnot, took his seat as Member of Council on the 14th December 1886. Sir William Wedderburn, Bart., and Mr. J. B. Richey, C.S.I., acted temporarily as Members of Council.

LEGISLATION.

DURING the year 1886-7, twenty-four Acts, passed by the Council of the Governor General for making laws and regulations, received the assent of the Governor General. The first meeting of the Council at Simla, in 1886, was held on the 6th of May, and the last on the 21st of October. The Council re-assembled at Calcutta on the 17th of December. The total number of meetings of the Council during the year was 23, viz., 14 at Simla and 9 at Calcutta.

LEGISLATION.
Supreme Council.

Of the Acts which were passed while the Council was at Simla, the most important were the Acts XIV. of 1886, to amend the law relating to rent in the North West Provinces; XXII. of 1886, to amend the Oudh Rent Law; and two Acts relating to Burma, viz., XVI. of 1886, to make provision for the more speedy trial of certain persons in custody in Lower Burma, and XX. of 1886, to declare the law in force in Upper Burma. The changes made by the North West Provinces Rent Act were not of great importance. They did not touch substantive law, but related merely to the provisions respecting appeals in cases under the Rent Act. The object of the Oudh Rent Act was to secure to tenants in Oudh protection against arbitrary eviction from their holdings and enhancement of their rents, and to place on a clear footing their right to make improvements on their holdings and to receive compensation for improvements made. Of the Burma Acts, one was of a temporary character, rendered necessary by the exigencies of the time. The object of the other, the Upper Burma Laws Act, was to lay the foundation of a system of law for the new province of Upper Burma. The existing condition of the law in that province resembled that which prevailed in the Punjab for several years after its annexation, in that the civil administration of the country was being conducted under instructions issued by the Chief Commissioner. By these instructions, civil officers were enjoined to be guided, as far as possible, by the provisions of the Indian Penal and Procedure Codes, and in matters relating to marriage, succession, &c., to be guided by personal law and local custom, or, in the absence of these, by justice, equity, and good conscience. The "Laws Act" was the first stage in the process of suspending these provisional arrangements by laws formally enacted. It was the necessary preliminary to the further legislation for the province which was to be effected by regulations made by the Governor General in Council, as empowered by Stat. 33 Vict. c. 3, under the operation of which Upper Burma had been brought. The Laws Act defined the province of Burma, distinguishing between its two divisions of Upper and Lower Burma; and it declared the Indian enactments which were to be in force in Upper Burma.

Of the Acts which passed through their final stage while the Council was sitting at Calcutta, the following were the most important:

Act IX. of 1887, the Provincial Small Cause Courts Act: Act X. of 1887, the Native Passenger Ships Act: and Act XII. of 1887, the Bengal, North West Provinces, and Assam Civil Courts Act.

The first was a consolidating Act, the chief object of which was to remove certain doubts as to the jurisdiction of the Small Cause Courts. The second Act amended the law relating to native passenger ships, with a view to the greater security and comfort of the passengers and to the protection of the interests of those engaged in the native passenger traffic. The Bengal North West Provinces and Assam Civil Courts Act consolidated the law, without making any important changes.

LEGISLATION.

Amongst the measures which were under the consideration of the Council, though not actually passed into law, in 1886-7, were, the Bankruptcy Bill, the Debtors Bill amending the law relating to imprisonment for debt, the Punjab Tenancy and Land Revenue Bills, and the Inventions and Designs Bill.

Bengal Council.

During the year 1886-7 the Council of the Lieutenant Governor of Bengal had under consideration seven Bills. Of these, six were passed by the Council and received the assent of the Governor General. Act III. of 1886 was passed rather suddenly, in consequence of the discovery that *ghee* was frequently adulterated with substances which, if not noxious to health, were offensive to the religious susceptibilities of Hindus and Muhammadans. Act I. of 1887 provided for a survey of the town of Calcutta, no survey having been made since 1847. Act II. amended the Bengal Vaccination Act (V.) of 1880. Act III. provided that six out of the thirteen Commissioners of the Port of Calcutta should be elected. Act IV. vested the Port of Chittagong in a trust; and Act V. had for its object the regulation of the rural police in the Chota Nagpore division.

North West Provinces and Oudh Council.

The new Council of the Lieutenant Governor of the North West Provinces and Oudh, the constitution of which is referred to at page 23, held its first meeting on the 8th of January 1887. No measures were passed by the Council before the close of the official year: but it had under consideration a "General Clauses Bill," for shortening the language used in Acts, and a Bill to regulate the sale of poisons.

Madras Council.

Three Acts passed by the Council of the Governor of Madras received the assent of the Governor General during the year. The most important was Act I. of 1887, to secure to the tenants in the Malabar district the market value of their improvements on eviction. Act IV. of 1886 was passed to provide for the prevention of injury to railways from the escape of water from irrigation works upon the lands of zemindars.

Bombay Council.

Six Acts were passed by the Bombay Council in 1886-7. The most important was Act IV. of 1886, to amend the Bombay Land Revenue Code of 1879. The chief object of this Act was to give authoritative expression to the principle that assessments of land will not be increased on revision on account of the increase in the value and profits of land due to improvements effected by the holder during the currency of any previous settlement. Act II. of 1886 enabled the Bombay Corporation to raise increased revenue from town duties; Act III. had for its object the shortening of the language of enactments; Act VI. of 1886 vested the Port of Karachi in a trust, and Act IV. of 1886, and Act I. of 1887 amended the Hereditary Offices Act of 1874.

III.

MUNICIPALITIES, LOCAL SELF-GOVERNMENT, AND
SANITATION.

(Detailed information regarding the Sanitation of British India being furnished in a separate Parliamentary Paper [Report on Sanitary Measures in India for 1886-87, Vol. XX.], a brief Review only is given at the close of the present Chapter.)

A Table showing the Municipal Population and Finances for each Province of India is appended to this Section.

THE income during the year of the three Ajmere municipalities was Rx. 19,684, and the expenditure Rx. 20,078. The chief source of income is octroi, of which the net collections amounted to Rx. 9,757, against Rx. 10,495 in the preceding year.

MUNICIPALITIES
AND LOCAL
BOARDS.
Ajmere-Merwara.

In the Hyderabad assigned districts there were seven municipalities. In all the committees together there were 109 members, of whom the European element formed 31 per cent. Much interest was displayed by the non-official members generally in matters relating to the well-being of the community. The total income was Rx. 14,813, and the expenditure Rx. 13,661, both showing an increase. The expenditure was devoted to useful objects, such as drainage, water supply, conservancy, and other improvements conducive to the health of the people. Contributions to dispensaries were also increased.

Berar.

The income of the five municipalities of Coorg exhibited an increase of Rx. 516 over that of the preceding year, and the expenditure a decrease of Rx. 201. The average incidence of taxation was Rs. 0-12-6, and the average incidence per head of municipal income from all sources Rs. 1-9-2, the corresponding figures for 1885-86 being Rs. 0-8-6 and Rs. 1-4-2 respectively.

Coorg.

The special celebration of the Jubilee in Calcutta came under the particular consideration of the commissioners. Other public associations and representative bodies were invited to co-operate, and at a public meeting, convened by the sheriff, an executive committee was formed. It was decided that there should be a grand display of fireworks, as well as a general illumination of the town. A grant was made by the general committee of Rs. 25,000 on account of fireworks, and arrangements were made to light the Maidan by electric light after the fireworks were over in order to avoid risk of accidents. The organisation of processions in each ward of the town which would parade streets with flags, singing the appropriate songs composed for the occasion, was left entirely to the residents of the wards themselves, every facility being given for the purpose by the commissioner of police.

Calcutta.

The loan liability, which at the commencement of the year was Rx. 1,564,197, stood at its close at Rx. 1,691,203. A five per cent. loan of Rx. 262,500 was raised during the year, principally for the purposes of the water supply. Six per cent. loans, amounting to Rx. 97,200, and a Government loan of Rx. 17,834, were paid off in the course of the year.

The income for the year was Rx. 300,164, against Rx. 277,786 in 1885-86, and the expenditure amounted to Rx. 299,619, against Rx. 296,531.

The supply of filtered water increased from a daily average of 8,083,698 gallons to that of 9,112,648 gallons; in other words, from 20 to 22½ gallons per head. The unfiltered supply at the same time increased from a daily average of 1,670,941 gallons to one of 1,868,572 gallons.

Three special drainage works were undertaken during the year, the drainage of Hastings, the drainage of the Baug Bazar area, and the sewer-
ing of a portion of the Mahratta Ditch.

MUNICIPALITIES
AND LOCAL
BOARDS.

The total length of public sewers constructed during the year was 12,651 feet, or 2·39 miles. In addition to these sewers in public streets, 9,834 feet, or 1·82 miles of sewers, were constructed in bustee roads, and sewers relaid and repaired amounted to 9,069 feet, or 1·71 miles. As usual the laying of pipe sewers along open ditches was followed by their being metalled and converted into footpaths. Due attention was paid to the importance of flushing the drains. The extension of the unfiltered water supply has afforded increased facilities for this purpose; 26 flushing wells have been constructed at or near the summit of public sewers during the year; 52 wells previously constructed have been deepened. The number of premises connected with the sewers during the year was 1,090, and the total number connected is now 23,572.

Bengal.

Four small towns were created into municipalities during the year, and the Bengal Municipal Act III. of 1884 was in force at its close in 138 towns having a total population of 2,698,853 persons. The elective system was introduced into all these municipalities, except 26 of the smaller and more backward, but was inoperative in Kurseong and Purulia, in consequence of the great majority of qualified voters having abstained from exercising their right. There were in all 2,033 municipal commissioners, of whom 1,089 were elected and 944 nominated by Government. They comprised 184 Europeans and 1,849 natives, and were divided into 323 officials and 1,710 non-officials. The elected commissioners are reported to have worked generally satisfactorily. The total municipal income of the province amounted to Rx. 283,540, of which Rx. 209,293 were derived from taxation and Rx. 74,246 from miscellaneous sources. The incidence of taxation per head of population was 12 annas 4 pies for the whole province, and varied from 6 annas 2 pies in Chútia Nágpur to Re. 1-3-7 in the Rajshahi Division.

The provisions of the Local Self-Government Act III. of 1885 were in force in 16 districts from the 1st October 1886, and were extended at the close of the year to all regulation districts and to the non-regulation district of Jalpaiguri. The district committees for the administration of road cess and public instruction were abolished, and their functions merged in those of the new district boards.

Assam.

The Municipal Act was extended to the town of Barpeta during the year. The total income of the 13 municipalities which were in existence throughout the year was Rx. 11,361, a decrease of Rx. 909. The expenditure was Rx. 12,375.

North West
Provinces and
Oudh.

Municipal administration in the North-West Provinces and Oudh progressed satisfactorily; the people of the towns seemed slowly, but steadily, becoming aware of the objects aimed at, and showing increasing interest in taking their part in the management of affairs. In the districts there was necessarily less progress, the area being wider and the question of finance less prominent. A simple set of rules was drawn up for the guidance of district boards in respect of suits and other proceedings in civil courts. There were altogether 109 municipalities. The revenue of the year was Rx. 283,585, against Rx. 269,500 in the former year. The income from taxation amounted to Rx. 221,003, of which Rx. 186,704 was derived from octroi. The total expenditure was Rx. 280,099.

Central
Provinces.

The number of towns in the Central Provinces enjoying a municipal constitution in 1885-86 remained at 58. The total income derived from taxation rose to Rx. 75,539 from Rx. 74,413, while the expenditure also rose from Rx. 100,958 to Rx. 106,660.

The Officiating Chief Commissioner expressed his opinion that the municipal administration of the year had been in many ways satisfactory. "There has been an improved representation of the people; there has been a larger expenditure on matters connected with the public health and convenience; more liberal grants have been made to schools and to education generally; improved and revised octroi schedules are almost everywhere in force; there has been a considerable improvement in the administration of octroi, evinced at once by the increased amount paid away in refunds and by the closer approach to standards of consumption." The question of octroi administration has received considerable attention since the close of the year. Although a great deal has been done to reform abuses and to place

place the octroi system on a satisfactory basis, the Chief Commissioner finds that there are still, in many places, objectionable features and anomalies which it is desirable to remove.

The work done by the district councils and local boards was likewise, on the whole, satisfactory. There are gentlemen in almost all districts who take great interest in the work of the local bodies of which they are members, and there has been a good deal of life and energy displayed. In most districts, too, the relations between these local bodies and the district officers are frank and friendly. The Chief Commissioner believes that local self-government has been placed on a sound footing in this Province, and that the expectations entertained regarding the good which would result from it are being realised. The one point where the local bodies seem, as a rule, to fail is in respect to road construction; but this is not a matter of surprise. What is required is some definite plan of operations; and this the Chief Commissioner hopes soon to supply. Then it is also necessary to take over all important works of construction and leave only repairs, as a rule, to the Councils: otherwise they would have to entertain expensive establishments, for which there is no necessity, in addition to the establishments maintained by the Public Works Department. The Chief Commissioner has arranged to place the advice and assistance of the Public Works officers more at the disposal of deputy commissioners and local bodies in regard to local works. The expenditure on Education is also being systematised. In this department most of the Councils have done excellent work. They are, if anything, disposed to spend money too freely upon schools, nothing being more popular with the influential classes than a gratuitous education at the public expense. The important subject of village sanitation has not been neglected. There is no doubt that much has been done in many districts in this matter. What was wanted, however, was a system of simple rules which could be practically enforced. Such rules were drawn up by Mr. Crosthwaite, when Chief Commissioner, and applied experimentally in limited areas. They have now been extended to all large villages. The Chief Commissioner believes that proper village sanitation will never be secured merely by official action; and he attaches the utmost importance to the co-operation of district councils and local boards, which he has full confidence that they will accord.

Lower Burma.

Four fresh municipalities were constituted during the year in Lower Burma, making the total number 17. There was an increase in income from Rx. 216,037 to Rx. 229,808, which was partly due to a normal growth of municipal resources, partly to larger contributions of capitation-tax from provincial revenues. Expenditure, on the other hand, decreased considerably, from Rx. 22,534 to Rx. 22,108, with the result that the closing balance of the year under report was considerably larger than the closing balance of the previous year.

Madras City.

The receipts of the Madras Municipality in 1886-87 were Rx. 113,246, and the expenditure Rx. 112,620. Of the latter, Rx. 43,025 was devoted to public works, Rx. 36,083 to sanitation and medical services, and Rx. 15,302 was in repayment of interest and sinking funds. Rx. 17,176 were spent on the Black Town drainage scheme. No steps were taken to proceed further with the new water supply scheme.

Madras
Presidency.

The year under report was the second in which the District Municipalities Act IV. of 1884 was in force. The number of municipalities rose from 47 to 54. Of the nine municipalities newly constituted during 1885-86, seven have been at work during the present year. The remaining two were, on consideration of the strong representations of the people and the backward condition of the two towns, again abolished. The number of municipalities at work during the year was thus 54 against 47 in 1885-86. The affairs of each municipality were managed by a council consisting of not less than 12 or more than 24 members.

The income of these municipalities aggregated Rx. 162,978, as compared with Rx. 157,276 in 1885-86, and the charges Rx. 157,297 against Rx. 153,243.

The Madras Local Board's Act V. of 1884, which was introduced on the 1st April 1885, was in force in all the districts of the Presidency except Madras, in which the City of Madras Municipal Act I. of 1884 was in operation.

MUNICIPALITIES
AND LOCAL
BOARDS.

The administration of local affairs was primarily vested in District Boards, each consisting of a President, the Collector of the district, and not less than 24 members, all revenue officers in charge of divisions of the district being members *ex officio*. On the 31st March 1887, the 21 District Boards consisted of 597 members, 149 officials, and 448 non-officials, against 607 members, 148 officials, and 459 non-officials, in 1885-86. All the present members of these boards have been nominated by Government, but under rules sanctioned during the year, one-half the members of each District Board will eventually be elected by the Taluk Boards, except in the districts of Kurnool and Nlگیرis, where no Taluk Boards exist. The several District Boards held 240 meetings against 279 in 1885-86, the average attendance at each meeting being 11 members, two officials, and nine non-officials.

The receipts of the Boards increased from Rx. 605,219 to Rx. 609,495, and the expenditure from Rx. 584,174 to Rx. 585,485. The outlay on public works was Rx. 288,181, and that on medical and sanitary purposes, Rx. 107,968.

Bombay City.

The new Corporation of Bombay, elected and nominated in the previous March, held its first quarterly meeting on 5th April 1886, when eight members of the Town Council were elected. On the 10th of the same month, Government appointed the four nominated members of the Town Council.

The actual income of the year was Rx. 490,181, and the total expenditure, Rx. 417,636; the figures of the previous year were, Rx. 438,397, and Rx. 397,692 respectively.

Owing to the monsoon of 1885 being an unusually light one, the Vehar Lake was not filled, and on 11th June 1886, the level of the water had fallen to 46.60 feet on the gauge, the height of the level of overflow at the waste weir being 60 feet. But fortunately the monsoon of 1886 filled the lake to the point of overflow as early as 24th July 1886. The Tulsi Lake also overflowed on the same day. This early overflowing was principally due to the heavy monsoon of the year under report, as much as 26.78 inches falling in the week ending 17th July 1886, followed by 11 $\frac{3}{4}$ inches in the succeeding week, coupled with the fact that a large quantity of water was added to the lakes from the catch-water channels recently constructed. The importance and utility of these works are now apparent, and in view of the limited supply of water in the city till the arrival of Tansa water and the increasing demand, the question of extending the present catch-water channels and constructing new ones was under consideration.

On the occasion of the Jubilee of Her Majesty the Queen-Empress the Municipality of Bombay expressed its desire to erect some permanent memorial of the event. Government, in associating themselves with the movement, came to the conclusion that the most pressing want of the people of the Bombay Presidency and City was an institution which would promote the efficiency and skill of the artisan. It was proposed to name this institution "The Victoria Jubilee Technical Institute." Government promised an annual grant of Rs. 25,000, while the Municipality agreed to give an initial grant of Rs. 80,000, and an annual grant of Rs. 5,000.

Bombay
Presidency.

The number of District Municipalities was 155 as compared with 160 in 1885-86. The total number of Municipal Commissioners was 2,221. The number of elected Commissioners was comparatively much smaller in Sind than in the Presidency proper, the elective system being in force in the larger and more advanced Municipalities only of the former Province. The aggregate income of the Municipalities was (excluding previous balances) Rx. 347,955, while expenditure amounted to Rx. 337,708. The receipts from Octroi amounted in all to Rx. 153,371. The refund system was worked with great success in Sind, where as much as Rx. 35,892 was refunded. Some improvement in this respect was noticed in the Municipalities of the Presidency proper. Uniform sets of refund rules for each Division are in course of preparation. No works of any great importance were executed, but several of the Municipalities are maturing schemes for the supply of fresh and wholesome water to their towns. The current work was generally carried on smoothly, but in some Municipalities in the Southern Division, and notably in the Ratnágiri District, dissensions, heart-burnings, and jealousies were reported to be rife, while in the Central Division a want of method in sanitation was noticed in several towns.

STATEMENT showing the Number of Municipalities in India, their Receipts and their Expenditure, for the Year 1886-87.

349.

D 4

	Bengal.		Madras.		Bombay.		Punjab.	North Western Provinces and Oudh.	Central Provinces.	Assam.	Lower Burma.	Minor Provinces.	TOTAL.
	Presidency Corporation.	District Municipalities.	Presidency Corporation.	District Municipalities.	Presidency Corporation.	District Municipalities.							
Number of Municipalities	1	138	1	54	1	167	161	109	58	13	17	10	720
Population	400,336	2,696,853	405,848	1,445,202	773,100	1,891,405	1,800,000	3,184,480	690,426	70,018	361,725	188,759	13,910,246
Receipts :	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Octroi	-	-	-	-	129,134	164,307	230,375	186,704	49,492	-	-	21,412	771,424
Other Taxation	280,810	207,212	75,456	106,531	310,991	86,567	19,432	34,299	5,863	5,115	68,496	2,214	1,196,986
Sources other than Taxation	98,268	69,294	56,978	65,423	469,395	105,209	83,392	63,408	33,147	6,260	170,698	12,347	1,237,818
Loans	242,040	7,480	-	4,243	*1,589,275	1,514	22,800	4,174	-	-	-	-	1,871,526
TOTAL	Rx. 616,118	283,986	132,434	176,196	*2,498,705	847,597	349,999	288,585	88,502	11,375	248,104	35,973	5,077,754
Expenditure :													
Cost of Collection and Administration	24,440	31,772	10,444	13,140	40,702	3,985	43,361	24,388	12,086	1,638	17,807	5,719	271,432
Public Health	176,803	117,115	69,828	73,256	329,237	123,331	105,119	99,659	39,442	4,493	64,514	14,057	1,216,454
Public Safety	56,230	23,750	2,985	7,323	62,947	22,31	52,585	47,910	1,975	1,162	9,354	3,664	292,176
Public Convenience, including Streets and Roads	33,313	59,506	11,228	29,165	73,278	60,57	80,525	76,732	16,866	3,046	79,032	6,087	530,856
Repayment of and Interest on Debt	81,693	1,004	10,507	494	*1,487,393	6,78	12,226	943	2,519	73	8,024	1,145	1,612,808
Miscellaneous	179,854	49,151	19,448	45,374	504,426	91,529	72,637	20,467	17,252	1,012	61,148	3,039	1,065,337
TOTAL	Rx. 552,383	282,298	124,440	168,752	*2,497,983	349,101	366,453	280,000	90,089	12,324	239,879	34,311	4,989,063

* Note.—The Bombay figures are swollen by the addition of Rx. 1,419,275 on both sides of the account under the head of "Debt," by reason of certain transfers of loans, borrowed and repaid within the year.

SANITATION.

SANITATION.
European Troops.

Excluding troops on active service in Burma, the average strength of the European Army of India in 1886, according to the Report of the Sanitary Commissioner with the Government of India, was 61,015. The admissions into hospital were in the proportion of 1,514 per 1,000, the average daily sick 75 per 1,000, the invaliding rate 21 per 1,000, and the deaths 15·18 per 1,000. The admission and invaliding rate were slightly lower than in the previous year, but the daily sick-rate was higher than in any year since 1879, and the mortality was the highest since 1881.

Enteric fever was the chief cause of death among European troops, contributing a death-rate of 5·08 per 1,000. The statistics point to the conclusion that young and unacclimatised soldiers are particularly subject to the disease. Cholera was much less prevalent than in any of the three preceding years, but the percentage of deaths to attacks was higher. Altogether there were 41 cases and 30 deaths, of each of which the Bengal Army contributed all but five.

The loss to the Army by invaliding (21·10 per 1,000) was less than in any previous year. The most prevalent causes of invaliding were anæmia and debility. Of the total number invalided, 41 per cent. were discharged as unfit for further service.

Native Army.

The health of the Native Army of India in 1886 was slightly more favourable than in the preceding year. On an average strength of 106,010, excluding men on active service in Burma, the admissions into hospital were in the ratio of 973 per 1,000, the daily sick-rate 31 per 1,000, and the death-rate 13·27, all being a trifle below the rates of 1885. Malarial fevers were as usual the chief causes of sickness, having given rise to 429 per 1,000 of the total admission-rate. The most fatal diseases were those of the respiratory system, which caused 390 deaths, equivalent to a ratio of 3·68 per 1,000. Cholera was less prevalent and fatal than in 1885, though more so than in any of the five preceding years. In the whole Army there were 252 cases and 135 deaths in 1886, the ratio per 1,000 of strength being 1·27 against 1·61 in 1885.

Jails.

The average daily strength of all classes of prisoners in the jails and subsidiary jails of British India during 1886 was 75,869, among whom the daily average of sick was in the ratio of 32 per 1,000, against 33·5 in 1885, while the death-rate was 33·3, or nearly 3 per 1,000 less. The returns of the different provinces show that seven out of the ten returned lower death-rates than in 1885. The improvement was most noticeable in Bengal, where the mortality fell from 58·40 to 37·01 per 1,000 of average strength. In the North Western Provinces and Oudh and the Punjab, there was a slightly increased mortality, though the ratio of deaths was still lower than in any of the other larger provinces except Madras, where the average death-rate was only 18·01. The Hyderabad jails recorded the lowest average death-rate, viz., 11·04 per 1,000. Of the three provinces which recorded an increased mortality, the most marked instance was that of Burma, the death-rate having risen from 42·78 per 1,000 in 1885 to 61·51. This high rate was attributed mainly to civil disturbances and military operations, which led to many of the jails being overcrowded with men, who had suffered from privation previous to admission. Bowel complaints contributed over a third of the total deaths which were in the proportion of 10·37 per 1,000 of average strength. Cholera was remarkably little prevalent, and the jails of five provinces were entirely free from the disease. It was most fatal in the Assam jails, which recorded a death-rate of 14·5 per 1,000 against 5·8 in 1885. The Central Provinces followed with a cholera mortality of 6·8, and Burma came next with 4·1 per mille.

General
Population.

The registration of births and deaths among the general population of India remained very imperfect. The approximate average birth-rate in 1886 was 30·31 per 1,000 against 32·80 in 1885. The provincial birth-rates varied between 14·04 and 39·47, a variation which shows the untrustworthiness of the returns, and the incomplete state of this department of vital statistics. The approximate death-rate for all provinces combined

was

was 25 against the approximate mean of the previous five years. Only in the Punjab, Burma, and Bombay, was the mortality in 1886 less than the quinquennial mean, while of the provinces showing a greater ratio Berar and the North Western Provinces and Oudh came first, the former returning a death-rate of 36·70, against a quinquennial mean of 33·70, and the latter 33·27 against 32·05. Next in order came the Central Provinces, with 33·24 against 31·73; and in the remaining seven provinces, the death-rate ranged from 15·54 in Lower Burma (where, owing to the disturbed political state of the province, registration was much interfered with) to 27·77 in Assam. In all provinces, except Bengal, Assam, and Coorg, the registered births exceeded the deaths.

SANITATION.

Of the chief diseases, cholera gave rise to a much smaller mortality than in the previous year, the number of deaths having fallen from 385,928 to 207,409. The disease was most fatal in proportion to the population in Assam, which was the only province that recorded a higher cholera mortality than in 1885, the death-rate there having increased from 1·71 to 4·47 per 1,000 of population. The Central Provinces registered the next heaviest mortality, 1·89 per 1,000, though it was less than in the previous year, which was one of great cholera prevalence, by 0·59 per thousand. The urban population suffered in greater proportion than the rural, except in the Central Provinces and Berar.

The deaths from small-pox were 51,097, the smallest number on record since 1877, and 29,533 less than in 1885. This diminution was shared in by all provinces except the Punjab, but especially by Coorg, Madras, Burma, and Assam. In the Punjab the deaths rose from 7,575, or 0·40 per 1,000 of population to 10,770, or 0·57.

Fevers, as usual, were by far the most fatal diseases, yielding 3,470,754, or over 67 per cent. of the total registered deaths, being an increase of 74,515 on the mortality of 1885. The increase was contributed to by all provinces except Assam, Punjab, Burma, and Bombay; but chiefly by the North Western Provinces and Oudh, where the death-rate was equivalent to 27·58 per 1,000 of population, against 25·48 in 1885. Bengal has shown a steady increase in fever mortality for some years, and, in 1886, the provincial ratio was 15·97 per 1,000 against 15·75 in 1885, and a previous five years' mean of 14·48. The most marked decrease in fever mortality was shown by Bombay, where the death-rate of 17·10 was 2 per 1,000 less than in 1885.

The deaths by bowel complaints fell from 293,638 in 1885, to 264,499. In four provinces higher ratios of mortality were recorded than in the previous year, but only to a very small extent, while in the remainder the death-rates were lower.

Although much activity was shown during the year in vaccination work, a large proportion of the population still remains unprotected. The number of persons successfully vaccinated at the special vaccination and dispensary establishments combined was 4,950,893, of whom 1,913,287 were children under one year of age, and 2,419,154 were above one and under six years old. As in 1885, the most effective work was done in Coorg, where the ratio of successful vaccinations per 1,000 of population was 46·33. Omitting this small province, Berar recorded the best results, the ratio being 35·6, while in the remaining provinces the ratios varied from 34·32 in the Central Provinces to 14·05 in the North Western Provinces and Oudh. The approximate average proportion of protection afforded to the population was 28·74 per 1,000 against 28·50 in 1885, and the proportion of the successful vaccinations of infants to estimated births, was 29·25 per cent. against 29·55. Of individual provinces, Berar, as usual, returned the highest per-centage of successful vaccinations, viz., 70·9, for every hundred births; the Punjab and Bombay came next in order with 58·3 and 54·6; in the remaining provinces the per-centages varied from 39·0 in the Central Provinces to 10·7 in Coorg and in Madras, and 9·1 in Lower Burma. On the whole, the work done by individual vaccinators was less than in the previous year, but the quality was slightly better, the approximate per-centage of success in primary cases being 94·43 against 92·93 in 1885.

Vaccination.

SANITATION.
Sanitary Work.

No very extensive sanitary works were undertaken during 1886, though several improvements of more or less importance were carried out, and others taken in hand. In the municipalities of the several provinces, large sums were expended on water supply, drainage, and conservancy; but very little was done to improve the insanitary surroundings of the rural population. The policy of promoting rural sanitation has, however, been strongly recommended by the Government of India to the various provinces, as shown in the following extract from the Report of the Sanitary Commissioner with the Government of India for 1886.

“ A retrospect of this section of the Report (Civil Sanitary Works) for past years shows that sanitary works of importance and even of magnitude, have been from time to time accomplished in the various provinces, but progress has been, on the whole, desultory and fitful. That this has not been a result of indifference on the part of the sanitary authorities entrusted with the charge of the public health, is amply shown by the annual sanitary reports of the several provinces, and the valuable memoranda of the Army Sanitary Commission upon these reports. The cause of much of the inaction displayed by local authorities on matters of sanitation has been due rather to want of funds and to the very inefficient means which have hitherto existed for giving effect to suggested improvements, even of an obvious character. But since the establishment of local government boards, and since the development of the sources and methods of local taxation for local wants under recent legislation, means have been called into existence for enlightened executive action, and the Government of India has at length found itself in a position to impress upon the attention of all local governments the urgent necessity which exists for sanitary work on a well-considered plan to be pursued persistently and systematically until the end is reached. A definite policy of sanitary reform and development has been sketched out for them. It has been pointed out to them that the subject, immediately connected as it is with the suppression of preventable diseases from which so great mortality occurs in India every year, is one of the gravest interest to the Government of India; that the time has come when by a systematic survey, from a sanitary point of view, of towns and villages, a clear perception should be formed of what has to be done towards meeting the requirements of town and village sanitation. These requirements were stated to be broadly three in number: provision of pure water, drainage, and an effective conservancy system. Where these requirements can be met by the operation of laws already in force, it is simply a question of putting such laws into effective operation through the instrumentality of the local board and municipal committees, aided by the influence and, when necessary, direct intervention of the administrative officers of Government. But where the existing laws are defective, the Government of India has recommended to local governments the business of so amending the laws as to make them suitable to the needs of the country. Finally, so far as financial considerations will permit, the Government of India has stated its readiness to consider proposals made for the concession of moderate grants in aid of local funds where this may be essential, and where it is apparent that the requirements of the case cannot be met from provincial or local resources.”

IV.

CRIME AND POLICE, CRIMINAL JUSTICE, JAILS, AND CIVIL JUSTICE.

CRIME AND POLICE.

A BRIEF sketch of the organisation of the Indian Police was given in the 19th number of this series (for the year 1882-3). It is sufficient to say here that the Indian Police is a highly organised force, with a semi-military training under its own officers, subject to a general control by the magistracy and the Local Governments, and that it is charged with the maintenance of law and order and the detection of crime throughout the Empire. With slight local variations its head officers are Inspectors General, who are assisted by two or more Deputies, District Superintendents, and Assistant District Superintendents. The constitution of the force effected in 1861 contemplated a European officer being placed at the head of the police in each district, with an assistant where necessary; and this practice, with few exceptions, has since been maintained. For some years after its constitution the higher grades of the force were largely recruited from the commissioned ranks of the army. Owing to various causes, however, this has ceased to be the case, and recruitment from other sources than the army for the grade of Assistant District Superintendent has become the rule of the service. In most provinces the recruitment of these officers is made by nomination pure and simple, followed by a period of probation, during which certain test examinations must be passed.

CRIME AND POLICE,
Police Organisa-
tion.

Statement No. 160,* in the Annual Statistical Abstract relating to India, shows the strength, cost, distribution, and employment of police in each Presidency or Province.

Besides the regular or stipendiary police force, the ancient institution of village police survives almost universally throughout India. The village police are remunerated either by fixed salaries as in the North Western Provinces and Bengal, or by grants of land or share of the crops, or by fees, &c. In Bengal an Act passed in 1873, with a view to improving the condition of the village police, having proved a failure, an Act (Bengal Council No. 1) was passed in 1886 amending it. One of its chief objects was to provide for the more certain and regular payment of the salaries of the men. The Act which came into force in June 1886 had not been sufficiently long in operation to enable a judgment to be formed upon it from the statistics of the year under report.

In reference to the action of the police, crimes are broadly divided into "cognizable" and "non-cognizable." As defined by the Criminal Procedure Code of 1882, cognizable offences mean offences for which a police officer may arrest without warrant; and non-cognizable offences mean those for which he cannot arrest without a warrant. The former consist as a rule of grave offences against the person, property, or the State; and are mostly cases in which the magistracy are instructed ordinarily to issue a warrant in the first instance for the apprehension of the offender. The latter are minor offences, for which the magistracy are directed ordinarily to issue summonses.

Classification of
Offences.

In the Twenty-second number of the Statistical Abstract relating to India, a statement (No. 161) is given at pages 284 and 285 of the numbers of some of the principal offences reported to have occurred in each Province in 1886; and the total numbers of such offences for the whole of India are shown for a series of years. It will be seen that, as compared with a series of years prior to 1885, there was a tendency to increase in most of the important forms of crime. Murders, for instance, were 2,291, compared with 1,973 in 1884, and 1,569 in 1883. Serious offences

Crime.

* Pages 280 to 283 of the Twenty-second number of the Statistical Abstract.

CRIME AND POLICE. offences against the person also increased. But the most noteworthy increase was under the head of dacoity, mainly owing to the large number of cases, 2,196, in Lower Burma. The smallness of the percentage of convictions in dacoity cases, 15·1 per cent., is an unsatisfactory feature of the return.

The statistics as to the number of persons imprisoned during the year also point to an increase in crime in the whole of India taken together. Out of an increase of 6,634 in the total number of prisoners, 160 was the increase in Bombay, 3,395 in the North-Western Provinces and Oudh, 2,490 in the Punjab, 1,514 in the Central Provinces; 1,376 in Burma, and 391 in Assam. Apart from the effect of the disturbances in Burma, from which province 1,261 prisoners were transferred to Indian jails during the year, the increases shown are in the main attributed to crime due to the rise in the price of food grains, the result of a not altogether prosperous season. This explanation tallies with the character of the sentences imposed by the Courts, as the increase in the number of prisoners was mainly in those sentenced to terms of imprisonment varying from one month to a year. The number of Europeans sentenced to imprisonment during the year increased from 690 to 899, and of Eurasians from 190 to 219. These, together with 1,061 natives, are recorded as being members of the Christian religion. The number of Muhammadans sent to prison was 39,665, compared with 37,345 in the previous year, and the number of Sikhs and Hindus rose from 88,611 to 90,748. Contrasting the admissions to prison with the census statistics of population according to creed, the following results indicative of the extent to which each class contributed to the jail population have been calculated:

	1885.	1886.	
Muhammadans - - -	8·1	8·8	Per 10,000 of the Population according to Religion.
Hindus and Sikhs - - -	6·2	6·3	
Buddhists and Jains - -	29·7	33·5	

Juvenile and
Female Criminals.

There was a satisfactory decline in the number of juvenile offenders sent to prison; the proportion borne by convicts whose age did not exceed 16, to the total number of persons convicted, was 1·5. The decrease was most noticeable in Madras and Bengal. The number of persons sent to prison from amongst the agricultural classes increased by 5,528, and from amongst the artizan classes by 654. This result is what might have been expected from the character of the season. In Bengal, the North-West Provinces and Oudh, and the Punjab, the agricultural classes furnished more than 60 per cent. of convicted criminals, but the proportion fell to about 50 per cent. in Bombay, and to still less in Madras. The proportion of female to male offenders was greater in Madras than in any other province of India. For all India, females formed about 6·17 per cent. of convicted criminals.

Explanation of
Increase of Crime.

In many provinces, however, the increase in the number of offences and the number of criminals is capable, to some extent at least, of being explained on other grounds than the increasing criminality of the people. In the town of Calcutta for instance, a large portion of the offences recorded were petty street offences, punishable under the Amended Police Act; in the North-Western Provinces and Oudh the increase in the number of recorded offences is, in the opinion of all the local authorities, ascribable to more complete and careful reporting. In connection with this subject, the opinion of the Punjab Government as to the real increase of crime in that province in recent years is important. The increasing technicalities of Indian criminal procedure, and the want of prosecutors on behalf of the Crown to oppose the constantly growing number of legal practitioners, whose services are retained for the accused, are alleged to be amongst the causes why convictions are not more readily procured; and the failure to procure convictions is said to embolden the criminal classes. The courts have not the same prestige as formerly among the common people; and an exaggerated belief in the power of the pleaders to secure acquittal of offenders seems to prevail. The bulk of the criminal work is now done by native magistrates, who, though fully capable, seem, in many cases, to err in too great readiness to acquit, or to pass inadequate sentences.

The working of the police is reported as generally satisfactory. The number of cognizable cases decreased by 20 per cent., from 5,906 in 1885 to 4,700 in 1886. Murders, dacoities, and serious offences against person and property, showed a marked diminution. There was at the same time, as compared with 1885, a rise in the percentage of convictions to arrests and in the percentage of stolen property recovered.

CRIME AND POLICE.
Berar.

Offences against person and property decreased in Coorg, and cases of dacoity were altogether absent. Perjury and drunkenness seem to have been the most prevalent offences. In Bangalore there was a general decrease of crime under all heads, except serious offences against person and property, or property only.

Coorg and
Bangalore.

The total strength of the police in Bengal was 23,312; and the cost of the force employed on purely police work was Rx. 269,071, or 7.5 pies per head of population. A statement prepared by the Inspector General of Police shows that Bengal employs fewer policemen, and has less crime cognizable by the police, in proportion to its population, than any other province in India. In fact, the North West Provinces and Madras have a police establishment relatively twice as numerous, and the Punjab and Bombay one threefold as large as that employed in Bengal. The officers of the police force maintain a high average of education, but three-fourths of the rank and file of constables are reported to be illiterate.

Bengal.

Cases cognizable by the police decreased from 107,410 to 105,793. But, in consequence of an increase of cases of petty nuisance, these figures do not show the actual falling off in crime, which amounted to 3,486 in offences against property alone. There was an increase of 73 cases under the head of rioting; and the number of riots attended with loss of life is one of the worst features of the year's administration in Bengal. The percentage of prosecutions on account of the institution of false cases increased from 21.7 to 23.6, and of convictions in such cases from 25.1 to 29.7. The figures are regarded by the Government as unsatisfactory; and in view of the necessity of firmly repressing this form of offence, instructions have been issued to all criminal courts, pointing out the best means for its successful prosecution. The number of serious offences against the person increased by 56; there were, however, ten fewer murders. No less than 41 murders were committed in the generally non-criminal division of Chutia Nagpur, and were said to be due to a deep rooted belief in the necessity for removing persons charged with practising witchcraft. One of the least satisfactory results of the criminal administration of the year is that the percentage of persons convicted to persons arrested for murder fell from 14.4 to 12.1; and only 17.1 per cent. of alleged murderers actually put on their trial were convicted. There was a marked reduction in the number of serious offences against property, and in dacoities, or gang robberies; principally, it is believed, in consequence of a more active co-operation of the police of neighbouring districts in breaking up wandering gangs. Non-cognizable offences showed a marked increase, mostly in trivial and ill-founded charges, which are usually most prevalent in seasons of agricultural prosperity.

The total number of offences, cognizable and non-cognizable reported in the town of Calcutta increased from 47,771 in 1885, to 53,940 in 1886. The cause of this increase is to be found in a stricter prosecution of nuisances, street offences, and cruelty to animals.

The regular police force of the province is divided into two branches; one the ordinary police employed in the prevention and detection of crime, &c., the other the frontier police, a body with a somewhat higher military organisation, who hold the frontier outposts and keep the peace in those hill districts which possess a population of a turbulent disposition. The frontier police are divided into four battalions, the head-quarters of which are in the Lakhimpur, Cachar, Naga Hills, and Garo Hills districts respectively. The actual strength of the frontier police force was weakened during the year by the transfer of many volunteers for service in the Burma police. The discipline and shooting of the force continued to improve. There was little change in the strength and distribution of the civil police. The health and discipline of the force were good. The village police mustered 6,947 men. District officers report an improvement in this force as auxiliaries to the regular and more highly-trained police.

Assam.

CRIME AND POLICE. Cognizable offences in the plains were 11,386 in number, an increase of 1,585 over the number in the previous year, mainly in minor offences against property and breaches of municipal laws. The working of the police as tested by the percentage of convictions to arrests, and the percentage of stolen property recovered, showed an improvement.

North Western
Provinces and
Oudh.

The police in the North-Western Provinces and Oudh are reported to have worked satisfactorily during the year. They had more cases to inquire into; the detection was better; the prosecutions more frequent and the percentage of convictions higher. In certain districts of the North-Western Provinces and Oudh the advent of particular Hindu and Muhammadan anniversaries habitually entails elaborate precautions on the part of the police, and the coincidence in point of time after every cycle of eleven or twelve years of the two great ceremonials of the Muharram and the Raulila sometimes leads to riot and bloodshed. In 1886 the two festivals coincided, and in every important town in the provinces special precautions by order of the Government were taken beforehand by the magistrates. Notwithstanding these, a riot occurred at Etawah which had to be suppressed by European troops, who, happening to be passing down along the railway, were stopped and made use of by the magistrates. There was also a riot in a small town in the Balaun district in which two men were killed.

The total number of cognizable offences reported was 166,595 as compared with 153,277 in 1885. Murder, culpable homicide, and grievous hurt decreased, and the increase of crime above shown took place under the heads of lurking house trespass and simple theft. It is stated, however, that the increase was more nominal than real, and merely represented a more faithful reporting of crime.

Punjab.

The year was marked by an increase of crime in the Punjab, not only in minor offences, but also in serious crime, such as murder, violence, burglary. Murders increased by 20, and attempts at murder by about 30 cases. There was an increase of 13 cases of rioting, due to serious disturbances which took place in the city of Delhi in October 1886, during the Muharram and Dasehra festivals. Out of a total increase of 2,517 cases of burglary, no less than 1,052 were contributed by the contiguous districts of Amritsar, Lahore, and Ferozepore. An unsatisfactory feature, as regards crime and police in the Punjab, is that, with the admitted increase of offences against property, there has been a steady annual decrease during the last three years in the proportion of such cases brought to trial. The Government of the Punjab regret to admit that the power of the magistrates, the police, and the criminal courts to repress serious crime is diminishing. The natural character of the people in many parts of the Punjab is eager and energetic, producing turbulence, thirst for revenge, and greed in the badly disposed. The Punjab Government think that special criminal legislation directed against particular offences or restricted to particular parts of the province will shortly be found necessary.

The sanctioned police establishment of the province is, in the opinion of the Government, insufficient to perform effectually the work required of it. Though population and reported crime have steadily increased, the scale of the police establishment remains as it was sanctioned in 1861. As under existing financial circumstances an addition to the force is impracticable, the Government have directed a redistribution of the police according to the criminality of the districts, and have directed that they should be relieved of duties not strictly requiring their agency.

Central Provinces.

In the Central Provinces the increase of crime, which was manifested in 1885, became more marked in 1886, the total number of cognizable offences, excluding public and local nuisances, having been 22,300, against 19,733 in 1885. There was an increase under all classes of offences; but it was most marked in the classes of serious offences against the person and property, or against property only, and minor offences against property. These classes include burglaries and thefts, and it is only in petty crimes of this character that there was any material increase. This result was attributable mainly, if not exclusively, to the rise in prices which followed a partial failure of the grain crops. The provinces, as a whole, are singularly free from organised or professional crimes.

The working of the police was not satisfactory. Though they showed more discretion in investigations and arrests, the results of trials were more unfavourable. The proportion of trials in which conviction was obtained fell below the figures of the two preceding years. The main causes of the ill success of the police seem to be that the subordinate police are not systematically instructed in their duties, and that the district officers have not sufficiently realised their own responsibility for the work of the police. CRIME AND POLICE.

Important changes in the police administration of Lower Burma took place in the year 1886-87. The storm of disorder which burst in the Shwegyin district in December 1885, spread during the early part of 1886 to most of the larger districts of the province, and crime of a violent character prevailed to an extent which had not been known for many years. The failure of the police to cope with these outbreaks having shown the necessity for re-organisation, the following changes were made during the year. The strength of the police force was raised from 7,281 to 8,882. A large body of Indian police was recruited from among the warlike races of Northern India; the pay of the officers and men of the force was raised; and arrangements were made for establishing training schools for Burman policemen. Punitive police, to the number of 1,207, were quartered in various districts. An auxiliary police force, composed of volunteers (mainly Karens, and known as "Karen levies"), was organised, and rendered great assistance to the regular police. Owing, probably, to the exceptional dangers and hardships to which the police were exposed during the year, there was an unusually large number of resignations. Lower Burma.

Violent crime increased by over 100 per cent.; and there can be little doubt this was due to the unsettling effects on the minds of the people of the war in Upper Burma. There is good reason to believe that the spirit of rebellion and lawlessness was fostered by emissaries sent down from Mandalay before the beginning of the war. Minor offences, both cognizable and non-cognizable, decreased in number considerably. The percentage of convictions in reported cases fell from 53 to 50. Of 2,196 reported cases of dacoity, only 549 were brought to trial, and conviction was obtained in 300 only. The amount of property taken in dacoity increased more than eight-fold as compared with the previous year.

In view of the withdrawal to India of a considerable portion of the Burma Field Force in 1886, effective measures were taken with the object of strengthening still further the police force of Indian nationality employed in Upper Burma, and of placing it on such a footing, as regards organization, discipline, and equipment, as to render it, for all practical purposes, not less efficient for the maintenance of order, and the suppression of resistance to authority, than an equal number of regular troops. With this object, the Government of India consented, in January 1887, to the raising of a force of 2,000 men from the regiments of Bengal and Bombay infantry then serving in Burma. And they also took steps to raise in India an additional force of 4,000 men, with 520 native officers, volunteers from the native regiments of the army. These additions raised the strength of the Indian Police, for service in Upper Burma, to 11,000 men and 1,386 native officers. The chief functions which it was intended the Indian Police should discharge were the preservation of order; the furnishing of guards for jails and treasuries; and the holding of the obligatory posts which it might not be convenient to garrison with troops. Owing to their ignorance of the language and customs the people of Upper Burma, it was not considered desirable, as a rule, to employ Indian Police on the ordinary civil duties appertaining to a domestic constabulary. For this reason a local police force was created, composed of selected men of Burman nationality, and with an organization in some respects assimilated to that of the Indian police. This force it was intended should also be employed in holding submontane posts, of which the climate was unhealthy for any but natives of the country. The Indian Police in Upper Burma were divided into 16 battalions, each commanded by a military officer, with a second military officer temporarily attached, with a view to the perfection of the force in discipline and drill. Upper Burma.

As regards crime, Upper Burma was in a wholly abnormal condition during the year under review; violent crime, dacoity, and other offences characteristic of a country in a state of semi-rebellion, being very prevalent. Full information, however, as to the condition of the country has already

CRIME AND POLICE. been given to Parliament in the various Burma Blue Books. See, for the period under review, Burma, No. 3 (1886), and No. 1 (1887).

Madras.

The strength of the Madras Police force was 13,349 men, and its total cost was Rx. 376,986. The conduct of the force, as evidenced by the number of departmental punishments, was less satisfactory in 1886 than in several preceding years. The statistics of education of the force are satisfactory so far as they show an increasing per-centage of the whole force able to read and write. The village police are reported to stand in great need of improvement.

The total number of cognizable cases reported was 39,768, compared with 41,787 in the previous year. The decrease was found more in minor than in serious offences, with the exception of serious offences against property. The results of the detection of cognizable crime were somewhat less favourable than in the preceding year, the percentage of cases detected having fallen from 36.2 to 35.3. There was a decrease in the number of dacoities in all three classes, whether committed in houses, fields, or on highways. The percentage of cases detected fell from 27.2 to 24.2; and the proportion of property recovered, though showing an improvement on previous years, was still very low. Robberies, cattle thefts, and cases of ordinary theft declined. The experiment of attempting to induce wandering gangs to settle in the North Arcot district has not been successful.

Bombay.

The total strength of the police force employed throughout the Presidency of Bombay, including Sind and Aden, was 21,905 officers and men. The cost of the different police forces was entirely defrayed by Government, save that in the City of Bombay and in Aden, the Municipalities paid a small annual contribution. The education of the force was still very backward. The percentage of those who could read and write was lowest in Sind, namely 15. The best educated forces were those employed in the City of Bombay and the Southern Division of the Presidency.

During the year 68,657 cognizable, and 62,314 non-cognizable cases were reported to the police. In connection with the former, 76,457 persons were arrested, of whom 57,262 were convicted. The number of persons who appeared before the courts in connection with non-cognizable cases was 113,964, of whom 24,267 only were convicted. The number of cases, cognizable and non-cognizable, and the number of persons dealt with by the Criminal Courts, showed a large increase as compared with the previous year; but the increase was mostly in connection with minor offences under the Police Acts. In connection with non-cognizable crime, the low proportion of convictions to the number of persons appearing before the courts (21 per cent.) was very striking. There was an appreciable decrease in offences relating to human life; but the number of offences of theft, criminal force, and assault increased. There was a large increase in crime in Aden, owing to the influx of Somalis and Arabs from the famine-stricken districts around, but none of the offences were of a serious nature.

CRIMINAL JUSTICE.

CRIMINAL JUSTICE.
Administration.

Criminal JUSTICE is administered in India by (1) the High Court, the Chief Court, the Recorder's Court, or the Court of the Judicial Commission as the case may be*; (2) the Courts of Sessions; and (3) the Courts of the Magistrates (of the various classes).

In the Presidency towns the High Court on its original side tries (usually by a single judge), with a jury, all cases committed to it by the Presidency magistrates, and also certain other cases in which the accused are European British subjects, and are committed for trial by magistrates in the interior. On its appellate side the High Court (usually by a bench of two or more judges) disposes of appeals in respect of convictions on trials before a Court of Session. It revises, of its own motion or upon reference from Sessions judges or magistrates, the decisions of inferior courts when error in matters of law is suggested; and it confirms, modifies, or annuls all sentences of death passed by Sessions Courts; such sentences requiring by law confirmation by two judges. The High Court itself may pass any sentence authorised by law. The Judicial Commissioners exercise within their

* The principal Court of Appeal and Revision is:—
 In Bengal and Assam, In Bombay, In North-Western Provinces, } The High Court.
 In the Panjab, the Chief Court.
 In Sind, In Oudh, } The Judicial Commissioner.
 In Central Provinces, In Hyderabad.
 In Burma, the Recorder's Court and the Judicial Commissioner.

their own provinces the same powers as High Courts, except in some points regarding the trial of Europeans. The Courts of Sessions are presided over each by a single judge, who tries, with the aid either of a jury or of assessors (as the case may be), all cases committed to him by magistrates, and decides, sitting alone, appeals from the decisions of magistrates of the first class. The sessions judge may pass any sentence authorised by law; but every sentence of death is subject to confirmation by the High Court. The assistant sessions judge cannot pass sentence of death, or of transportation, or of imprisonment for more than seven years; but any sentence of imprisonment for more than three years is subject to confirmation by the sessions judge. The powers of a magistrate of the first class extend to sentencing offenders to imprisonment, either rigorous or simple, up to two years, including solitary confinement, and to fine to the extent of *Rx.* 100, or to both combined; also to whipping as a separate or additional punishment for certain offences. The magistrate of the district always exercises first class powers; and he also hears appeals from magistrates of the second and third class within the district. This last-mentioned jurisdiction may likewise be exercised by any magistrate of the first class duly empowered by the Local Government. A magistrate of the second class can award imprisonment up to six months, fine up to *Rx.* 20, or both, and also whipping if specially empowered by the Local Government. A magistrate of the third class can only imprison up to one month, or fine up to *Rx.* 5, or combine these punishments. All magistrates, whether members of the covenanted civil service or not, are formally placed in one or other of the three classes. The "district" magistrate, the "joint" magistrate, and the "assistant" magistrate, are commonly members of the covenanted civil service. Besides these there is a large number of "deputy" magistrates, most of whom are not members of the covenanted civil service. But to whatever branch of the service an officer may belong, his magisterial powers depend entirely upon the class in which he is placed for the time being.

CRIMINAL
JUSTICE.

Statements Nos. 153 and 154 of the Statistical Abstract* relating to British India, show the general results of criminal trials and of appeals and revisions in criminal cases in the various provinces of India during a series of years. The following table shows the nature and length of the sentences of imprisonment and sentences of death passed during the years 1885 and 1886:—

Nature of
sentences.

	Numbers.		Ratio per Cent. to Total Number of Sentences of Imprisonment.	
	1885.	1886.	1885.	1886.
Not exceeding 1 month - - - - -	55,225	57,312	38·49	38·18
Above 1 month and not exceeding 3 months -	29,885	30,837	20·83	26·54
Above 3 months and not exceeding 6 months -	21,486	25,649	17·07	17·09
Above 6 months and not exceeding 1 year -	15,917	18,654	11·00	11·23
Above 1 year and not exceeding 2 years - -	9,808	9,000	6·88	6·00
Above 2 years and not exceeding 5 years - -	4,083	5,427	3·47	3·62
Above 5 years and not exceeding 10 years -	1,402	1,821	·98	1·21
Exceeding 10 years - - - - -	49	147	·03	·09
Transportation :				
(a) For life - - - - -	796	1,631	·55	1·00
(b) For a term - - - - -	400	967	·29	·65
Sentences of death - - - - -	460	463	—	—

* Pages 252 to 255 of the Twenty-second Number of the Statistical Abstract.

CRIMINAL
JUSTICE.

The number of sentences of imprisonment not exceeding a year, showed a very considerable increase; but the ratio of sentences of less than a year to the total number of sentences shows very little alteration. And this fact seems, so far as statistics of imprisonment can be relied on, to show that there was no aggravation in the character of the crimes committed in the latter, as compared with the former, year. More than 87 per cent. of the whole number of sentences were for terms of imprisonment not exceeding one year.

Statistics as to the punishments by fine and by whipping under sentences of the criminal courts are given in Statement No. 155* of the Statistical Abstract relating to India. With reference to the infliction of the punishment of whipping on juvenile offenders, although it was only in the North-Western Provinces and Oudh, and the Central Provinces that the number of this class sent to prison showed any considerable increase, the returns suggest the inference that sufficient discrimination is not always exercised by magistrates in the infliction of punishment on juvenile offenders, and that a sentence of imprisonment has frequently been awarded when a whipping would have been a more suitable punishment. The Government of India have called the attention of all Local Governments and Administrations to the desirability of saving juvenile offenders from the contaminating influences of jail life whenever they can be adequately and properly punished without sending them to jail. They have directed that when a sentence of imprisonment on a juvenile offender is unavoidable, he should, if possible, be sent to a reformatory for confinement. A reformatory was established in Madras early in 1887, and such institutions exist now in all the larger provinces except the North-Western Provinces and Oudh and the Punjab. The difficulties of providing the necessary funds have hitherto interfered with their establishment in those provinces; but it is understood that the subject is at present receiving the attention of the Local Governments.

Ajmere.

With the decrease in crime there was a corresponding diminution in the work of the courts. The number of criminal tribunals was 67, as compared with 74 in the preceding year. The bulk of the work, as usual, fell to the Tahsildars and special magistrates, who disposed of, respectively, 49·2 and 28·5 per cent. of the whole. There was a slight improvement in the average duration of cases in the various courts.

Coorg and
Bangalore.

The number of persons brought before the courts increased considerably during the year; but the proportion convicted fell from 35·85 to 33·16 per cent. It is stated that the people appear to rush into the criminal courts with trifling complaints not properly cognizable by a criminal court. There was a considerable increase, from 7·5 days in 1885 to 9·04 days in 1886, in the average duration of trials in all the criminal courts. The appellate work showed a steady tendency to increase. Inquiry has been ordered by the Chief Commissioner into the causes of the large number of complaints lodged under the Master and Servant Act of 1859. The number of cases brought before the criminal court in Bangalore was slightly in excess of that of the previous year. The percentage of convictions slightly decreased.

Bengal.

There was no change in the system of administration of criminal justice in Bengal during the year 1886. The number of stipendiary magistrates was slightly reduced, and of honorary magistrates increased. In its criminal jurisdiction, 117 persons came to trial before the High Court; of these, 84 were convicted, 19 being sentenced to death. In its appellate jurisdiction, the High Court dealt with 2,879 cases; in 1,227 of them the appeals were rejected; the sentences were confirmed in 697; modified in 227; reversed in 608; and annulled in 7. In the sessions courts, out of 284 cases tried by jury, the sessions judges disapproved of the verdict in 45 cases. In 22 of them they considered it necessary to submit the proceedings to the High Court, which set aside the verdicts in 13 cases. In the courts of magistrates outside the jurisdiction of the Presidency Courts, 180,560 persons were brought to trial, of whom 112,026 were convicted or committed to the sessions. Before the Presidency magistrates 40,093 out of 44,594 persons under trial, were convicted. Of these, 34,429 were sentenced to pay fines. During the year 236 European British subjects (involved in 199 cases) were brought to trial, and

167 were convicted. Twelve cases against European British subjects were tried by native magistrates, against 3 in the preceding year. Sentences of whipping, which had risen from 1,261 in 1883 to 1,965 in 1885, fell to 1,652 in 1886; and of these, 84.69 per cent. were in cases of theft. CRIMINAL JUSTICE.

The number of offences brought before the criminal courts as true cases was 19,024, as against 17,306 in the previous year. This increase in the work of the criminal courts was shared by all the districts. 700 of the cases were under the Inland Emigration Act; and 225 were for breach of contract under the Master and Servants Act of 1859. Of offences under the penal code, those against public tranquillity, thefts and house-trespass account for the increase. Under special and local laws prosecutions under the Police, Municipal, Ferry and Forest Acts were much more numerous than in the preceding year. The proportion of persons under trial who were convicted, increased from 61.7 to 64.7 per cent. Notwithstanding the larger amount of work that came before the magistrates, there was on the whole an improvement in the average duration of cases and detention of witnesses. Assam.

In the North-West Provinces a High Court consisting of a Chief Justice and four puisne Judges is the highest judicial authority. In Oudh similar powers are vested in the Judicial Commissioner. There was a slight increase in original cases before the courts, and a decrease in appeal and revisional cases. The great majority of the offences tried were of a trivial character; and while 25 persons in every 10,000 of the population were sentenced, two-thirds of the punishments were fines of a small amount. The number of cases disposed of by the unpaid magistracy increased by 16 per cent. It is stated that the honour of appointment to one of the benches is much sought for by native gentlemen of wealth and position. Jury trial introduced tentatively two years previously at Lucknow, Allahabad and Benares, is said to have proved successful. Out of 102 cases tried by jury, the judge agreed with the verdict in all but 14; and the Commissioner of Lucknow reports that the verdicts given have been honestly and thoughtfully worked out. The average duration of cases remained much the same, the figures being five days in the courts of magistrates, 35 days in the courts of session, and 31 days in the High Court. As regards punishments, it is noticeable that the number of persons sentenced to death, and the number sentenced to transportation, decreased, the figures being 41 and 207, against 68 and 228 respectively for the previous year. The percentage of appeals dismissed was 63 in the courts of magistrates, 76 in the sessions courts, and 71 in the High Court. During the year new rules were brought into force for facilitating the apprehension of criminals escaping from or into Nipal. North Western Provinces and Oudh.

The increase of crime in the Punjab, especially under the head of offences relating to property, is referred to in the paragraphs on crime and police. The total number of true offences rose from 101,357 in 1885, to 103,372 in 1886. The want of public prosecutors to represent the Crown in all the more important cases is an admitted drawback to the effective administration of justice. For the district of Peshawar, where the state of crime is worse than elsewhere, arrangements have been made for the appointment of a Government pleader, and police officers have been directed to pay more attention to the prosecution of sessional cases. It is thought that an extension in the numbers and powers of honorary magistrates may possibly be demanded in view of the present state of crime. The proportion of persons brought to trial before the magistrates, who were convicted or committed was about the same as in the previous year, 40 per cent. In some districts, however, and for offences such as assault and those relating to marriage, the percentage of convictions was very low. Honorary magistrates, tahsildars, and extra assistant commissioners, as usual, disposed of the bulk of the petty criminal work, deciding 79 per cent. of the total number of cases tried. The realisation of fines imposed in district courts and by sessions judges was very satisfactory, the proportion realised having been only 70 per cent. Punjab.

The work of the courts increased, the total number of cases having risen from 34,989 in 1885 to 36,397 in 1886. Of this increased work, deputy commissioners and stipendiary magistrates at head quarters took a somewhat smaller, while tahsildars took a correspondingly larger share. Central Provinces.

CRIMINAL
JUSTICE.

share. The deputy commissioners have been directed to devote their attention rather to the duty of supervising the work of the subordinate magistracy than to trying cases themselves. The work done by the honorary magistrates has been favourably reported on. The proportion of persons tried by magistrates, who were convicted or committed, rose from 55·8 to 58·2 per cent. Sentences of imprisonment for periods not exceeding three months were proportionately more numerous than in 1885, owing to the petty character of the crime. The work of the magistrates shows improvement in respect to promptitude.

Lower Burma.

The number of serious offences was very large, and the courts of session were unable to dispose of the cases committed to them with their customary promptitude. Under an Act passed in 1886 by the Council of the Governor General (*see* page 25), 19 magistrates were invested with special powers to try as a sessions judge, and without committal by a magistrate, certain classes of violent crime. By these magistrates 1,869 persons were tried, and 1,002 convicted during the year. Owing to the prevalence of serious crime arising from the disorganised condition of the province, the number of severe punishments increased. Sentences of transportation rose from 153 to 1,504; sentences of imprisonment for more than seven years from 32 to 78, and sentences of death from 62 to 66. Appeals to the superior courts increased largely from 505 to 1,954; the increase being due mainly to the procedure prescribed under the Gaols Delivery Act, which permitted an appeal to the Judicial Commissioner from appealable sentences inflicted by magistrates specially empowered as sessions judges under that Act. The per-centage of reversals or modifications was 24·55, nearly the same as in the previous year.

Upper Burma.

The framing of a complete code of law for Upper Burma was necessarily delayed until all doubtful points were cleared up in communication with the local authorities. In the interval the criminal as well as the other administration of the country was conducted in accordance with provisional instructions for the guidance of officers issued by the Chief Commissioner on the 19th of March 1886, to which the force of law was formally given subsequently. These instructions were in harmony with the spirit of the Indian codes, while paying due regard to native habits and methods of procedure. They provided for the administration of criminal justice in accordance with the principles of the Indian Penal Code, the Code of Criminal Procedure, and the Evidence Act, subject to certain exceptions rendered necessary by the peculiar circumstances of the country. Of these the chief was the limitation of the right of appeal from orders passed by subordinate courts. This limitation followed the procedure already in force in the frontier districts of Assam. By way of counterpoise, however, special prominence was given to the power of the superior authorities to revise the proceedings of their subordinates of all degrees with a view to preserving regularity of procedure, and to obviating failures of justice. Under these instructions the chief courts of criminal justice were those of the Deputy Commissioners, who had power to award any sentence, including death and transportation for life. Death sentences, however, required the confirmation of the Chief Commissioner. On the 24th of September 1886 the Upper Burma Laws Act was passed, introducing a body of law into Upper Burma (*see* page 25). In November 1886 a Criminal Justice Regulation for Upper Burma was made under the provisions of the statute 33 Vict. cap. 3. The Regulation, which is to expire at the end of 1888, extended the code of criminal procedure to Upper Burma, subject to certain modifications. The most important of these were the grant to the Chief Commissioner of the powers of a High Court with respect to confirmation of sentences of death and the constitution of the District Magistrates' Courts as Courts of Session. Statistics showing the classes of offences tried in Upper Burma to the end of August 1886, and the tribunals before which they were tried, &c., are given in the Burma Blue Book, No. 3 of 1887, p. 144.

Madras.

The supreme administration of justice in Madras rests in the High Court, consisting of a chief justice and four puisne judges. The total number of persons under trial in all the criminal courts of the Presidency fell from 342,016 to 336,315. The percentage of convictions under the penal code also fell from 24 to 22. Of the persons under trial, 110 were European British subjects, of whom 67 were convicted. There was a decrease in

original

original work before the criminal courts, and an increase in appellate work, the total number of original cases and appeals for disposal being respectively 198,457 and 6,423, as compared with 205,531 and 6,082 in 1885. As tested by the result in appeals, the quality of the work done by the magistracy was not as good as in the previous year, the proportion of sentences of magistrates of all three classes confirmed on appeal having fallen considerably. In 96 per cent. of cases decided by the sessions courts, the verdict of the jury was concurred in by the judge. The High Court on its original side disposed of 51 out of 57 cases, in which 56 out of 90 persons tried were convicted, and also disposed of 499 out of 570 appeals, with the result that 71·75 per cent. of the decisions of the lower courts were confirmed. Of 73 death sentences referred to the court, 67 were disposed of, the sentence being confirmed in 42 cases and commuted in 10; of the remainder, 10 were acquitted and five referred back for a fresh trial. As a court of revision the High Court disposed of 907 cases, as compared with 815 in the previous year. In 45 per cent. of these revision cases the proceedings of the lower courts were not interfered with.

CRIMINAL
JUSTICE.

The supreme administration of justice in the Regulation Districts of the Bombay Presidency is entrusted to the High Court consisting of a Chief Justice and six puisne judges. In Sind the functions are discharged by the Judicial Commissioner. The number of cases actually brought to trial before the various criminal courts exceeded the number of the previous year by nearly 40,000, chiefly owing to the inclusion for the first time of the returns of the courts of the Presidency magistrates. The real increase was confined to offences of hurt, intimidation, insult and the like; also offences against the cattle trespass and cantonment Acts. The ratio of discharges and acquittals to convictions increased during the year. The ratio is on the whole the smallest where personal interest and animosity play the least part in the prosecution of offences, and is the largest where they form the principal motive for it or where the law allows compounding and withdrawal. Of 175,425 persons brought before the courts, 116 were before the High Court and Sadar Court in Sind, 1,399 before the courts of session; 40,481 before district magistrates; and the rest before the various courts of magistrates, the largest number, 119,211, being before stipendiary magistrates other than magistrates of districts or divisions of districts. There was a decrease in the number of criminal appeals. More than 1,000 cases were reviewed by the inferior appellate courts, but the interference by them was slight. On the other hand the extent of the interference by the High Court was necessarily large. The working of the courts was on the whole satisfactory. The duration of trials before the special, stipendiary and divisional magistrates was the same as in 1885, namely, 2·66, 4·37, and 5·20 days respectively; but that before chief magistrates of districts, Courts of Session and High and Sadar Courts decreased from 6·23 to 4·14, 25·76 to 23·38, and 22·8 to 18·68 days respectively.

Bombay.

JAILS.

The number of jails, including lock-ups in British India in 1886 was 748. At the end of 1885 there were 75,133 prisoners of all classes in the jails, of whom 68,647 were convicts (66,019 males and 2,628 females). During the year 1886, 364,934 prisoners were received, of whom 150,108 (140,843 males and 9,265 females) were convicts. The admissions during the year of prisoners of all kinds were 13,969, and those of convicts 6,634 in excess of the numbers for 1885. The causes assigned for this excess were the disturbances in Burma and the increase of crime due to the rise in the price of food grains in various provinces.

JAILS.

General statistics showing the distribution of prisoners in British India, their health, the offences committed by them in prison and the cost of maintaining and guarding them will be found in the Statements Nos. 156 to 159* of the Statistical Abstract relating to India.*

At the end of the year 1886, 2,969 persons in the Indian jails were under sentence of transportation for life, and 1,834 for a term of years. The total number of re-convicted prisoners was 17,593, a figure slightly in excess of that for the year 1885.

The

* Pages 260 to 279 of the Twenty-second Number of the Statistical Abstract.

JAILS.
Employment of
prisoners.

The average number of convicts employed on working days, and the labour on which they were employed, is shown below for the years 1885 and 1886 :—

	1885.	1886.
On unremunerative labour - - -	1,672	1,592
As prison officers - - - -	3,184	3,443
As prison servants - - - -	7,109	6,854
On gardening - - - -	3,881	3,733
On preparing articles for use or consumption in jails - - - -	6,199	6,795
On jail repairs and alterations, and on new jails - - - -	8,741	8,914
On manufactures - - - -	24,944	25,903
By the Public Works Department -	2,858	2,845
Hired out to municipalities or individuals, or Departments other than the Public Works Department - -	1,079	1,020

The policy of employing large concentrated bodies of convicts on public works is now to be carried into effect, whenever it can be done with due regard to the health of the convicts, the maintenance of discipline, &c. Well-regulated intra-mural industrial employments are also to be permitted on a large scale, provided they are, in the main, intended to meet the requirements of the consuming departments of the Government, and do not interfere unduly with the operations of private enterprise in the locality. On the other hand, the employment of small gangs of convicts on station roads, and the hiring out of convicts to municipalities, are forbidden, except in Burma and Assam.

The Government of India have recently given special attention to the question of the employment of convicts as officers in jails. The various local governments and administrations, on being consulted as to the working of the system, all reported favourably of it. Though, perhaps, objectionable in theory, it has been found to work well in practice in India, mainly because the vast majority of prisoners in Indian jails, not being professional criminals, are free from the vices of the habitual offender. Moreover, it is impossible, both on sanitary and financial grounds, even if it were on other grounds desirable, to adopt the cellular system in India. And this fact not only renders necessary a much larger staff than is required in England, but lessens the force of the arguments urged against the employment of prisoners as warders. The Government of India have come to the conclusion that the maintenance of the system is imperatively called for on administrative as well as on financial grounds.

Jail discipline.

The total number of offences against jail discipline rose from 82,115 to 84,046 ; but the number of convict offences punished by the criminal courts declined from 302 to 237. There was a decrease in the number of cases in which solitary confinement and reduced diet were the punishments. But there was an increase in the number of cases in which both these punishments were combined. Dreading the effect of this form of combined punishment on the health of convicts, the Government of India have directed that great care should be exercised in having recourse to it, and that it should be reserved for the more serious offences against jail discipline.

Mark system in jails.

With a view to establishing, as far as possible, uniformity of practice in the mark system, in connection with the remission of sentences, the Government in 1884 drew up a set of rules which, with unimportant modifications, were introduced in most provinces in 1885 and 1886. The convict is entitled to a remission of one day of his sentence for every twenty-four marks earned by him. He commences to earn marks on the first day of the month following that in which he is sentenced. He may earn three marks daily, one for thoroughly good conduct, one for industry, and the exact and skilful

ful performance of the daily task; and one for every eighth part of the daily task in excess of such task, or for special diligence when the work does not admit of being measured. Marks are awarded to convict overseers and other convict officers on a higher scale; and a limited number of special marks for special services (such as assisting in preventing breaches of discipline, &c.) may be awarded by superintendents of jails. Ordinary prisoners under life sentences are treated, for the purposes of the rules, as prisoners under sentences of 20 years' imprisonment. JAILS.

The working of the mark system was more successful in 1886 than in the previous year. In 1885, out of 9,831 convicts who became eligible for remission, 2,193 failed to benefit by the rules. In 1886, the number of convicts eligible for remission rose to 10,300, while only 386 failed to obtain any remission. The chief increase among convicts who benefited under the rules has taken place among those sentenced to two years' imprisonment, to which class the rules were last extended.

The classification, registration, and recognition of re-convicted prisoners are subjects to which not much attention has been paid hitherto in India. A new departure has been taken, however, by the publication in December 1886, by the Government of India, of rules for the guidance of judicial and jail authorities on these points. Some uniformity of classification of prisoners and increased attention to their antecedents may now be expected. Re-convicted prisoners.

The statistics of the year are so far satisfactory that they indicate a distinct decrease in the mortality among convicts; and the improvement would have been more marked than it was but for the exceptional circumstances of Burma. The aggregate number of deaths in 1886 was 2,530, as compared with 2,670 in 1885, or 33·3 per mille, as compared with 36·2 per mille. Health of prisoners.

The causes of deaths in each year are thus shown:—

	Fevers.	Bowel Complaints.	Cholera.	Other Causes.	Total.
1885 - - - -	276	748	282	1,204	2,509
1886 - - - -	227	733	110	1,255	2,325

The ratio per mille of average strength of deaths from cholera declined from 4·1 to 1·7, there having been no deaths from this disease in the jails of Madras, Bombay, the Punjab, Coorg, and the Hyderabad Assigned Districts. Simultaneously with the decline in the number of deaths, the admissions to hospital fell from 72,212 to 70,365, and the number of daily sick from 2,477 to 2,432.

But while the statistics for sickness and mortality show thus an improvement on those of the previous year they cannot be regarded as wholly satisfactory. The death-rate from all causes per 1,000 of population, prisoners and free, in the year 1886, is thus shown for the more important provinces:—

	Prisoners.	Free Population.
Madras - - - -	17·53	19·7
North-West Provinces and Oudh -	22·65	33·27
Punjab - - - -	28·46	26·60
Bombay - - - -	30·44	23·17
Bengal - - - -	38·30	21·99
Lower Burma - - - -	61·55	15·54
Assam - - - -	63·73	27·77
Central Provinces - - - -	65·07	33·24

JAILS.

No doubt the record of mortality among the general population is very defective while that of jail mortality is absolutely accurate. But, on the other hand, infant mortality which contributes so largely to the aggregate mortality among the free population is absent from the jails; and in the matter of food, clothing, lodging, and regularity of habit prisoners have a decided advantage over the free population, though against this in turn must be set the effect of the depressing conditions of convict life. Giving due weight to these considerations it might be expected that the ratio of deaths per mille of the population in the jails of India would have been generally less than the rate which would result from an addition to the recorded death-rate among the free population of a reasonable allowance for defective information. Judged by such a standard the Central Provinces, Assam, Lower Burma, Bengal, and Bombay, exhibit abnormal death-rates among the jail population. The Government of India have recently called the serious attention of the Local Governments to this question.

Expenditure on
ails.

The total cost of guarding and maintaining, during the year 1886, an average number of 76,038 prisoners, was *Rs.* 475,988, as compared with *Rs.* 464,207 expended in 1885 on an average of 74,069 prisoners. The gross cost per head was thus *Rs.* 62. 9. 7., as compared with *Rs.* 62. 10. 9. in 1885. The total cash earnings of the prisoners were *Rs.* 115,121, as compared with *Rs.* 129,232 in 1885, leaving the net cost of the Jail Department to Government *Rs.* 360,867 in 1886, compared with *Rs.* 334,976 in 1885. The average net cost per head was *Rs.* 47. 7. 4. in the former year and *Rs.* 45. 3. 7. in the latter.

Release of
prisoners at the
Jubilee.

The foregoing statistics relate to the calendar year 1886, and are unaffected by the measures of clemency towards prisoners, sanctioned in connection with Her Majesty's Jubilee. Local Governments had been desired to release, on the day fixed for the public celebration of the Jubilee in India, 16th February, 10 per cent. of all convicts under sentence, provided that their conduct during imprisonment had been good, and that their release was not likely to give rise to a revival of blood feuds or professional crime. Government, moreover, directed the release of all female convicts whose offences were not of a serious nature, and of all convicts, male and female, whose sentences would expire on or before the 20th of June 1887, the 50th anniversary of Her Majesty's accession. In the case of prisoners who in the interest of society could not then be released, graduated remissions of sentences were made, which might extend to a month's remission for each year of imprisonment passed in jail. In the Andamans, 330 convicts were released absolutely, and concessions were made in favour of well-conducted convicts. The release was also sanctioned of all civil prisoners whose debts did not exceed *Rs.* 10, provided they were poor and not fraudulent, the Government paying the debts for which they were detained. The total number of prisoners released under these orders was 22,918, of whom only 5,479 came under the rule granting release to 10 per cent. of all convicts under sentence. The great bulk of the convicts released were those whose sentences would, in the ordinary course of events, have expired before the 20th of June. It is satisfactory to learn, from a report made by the Government of India in the autumn of 1887, that no perceptible increase of crime took place in the different provinces owing to the release of prisoners on account of the Jubilee. It may be added that the Government followed in this matter the precedent set on the occasion of Her Majesty's assumption of the title of Empress of India, when 16,000 prisoners were released.

Ajmere-Merwara,
Berar, and Coorg.

The history of jail administration in Ajmere and Merwara, and in Berar and Coorg, during the year presents nothing deserving special attention.

Bengal.

In Bengal the total jail population at the beginning of the year, 15,076, was reduced by the 31st December 1886 to 14,629, the lowest figure on record. The daily average of all classes of prisoners decreased from 15,176 in 1885 to 14,805 in 1886, a decrease spread over all three classes, convicts, under-trial prisoners, and civil prisoners. The total number of punishments inflicted in the Bengal jails in 1886 was 40,504, and while the ratio per cent. of punishments in all Indian jails to the average daily number of convicts in jail was 121.69, in Bengal it amounted to 299.93. The Government of
India

India are of the opinion that the system of inflicting jail punishments in Bengal stands in need of improvement. Jails.

The health statistics show a considerable improvement as compared with previous years. The comparative freedom from cholera during 1886 accounts for only a part of the general improvement in health; and the true explanation of the comparative healthiness of the jails during the year is to be found in the decrease of diseases of a malarious origin. In answer to the assertion that the high death rate in Bengal is due to excessive work and tyrannically severe discipline, the Government of Bengal have called attention to the fact that, with the exception of the Rajshahye Jail, the prisoners in which are drawn from malarious districts, all the central jails where a substantial amount of labour is exacted and prison life is made really irksome, return comparatively low death rates.

The main features of the year's jail administration in Assam were an improvement in the health of prisoners, in spite of greater prevalence of cholera; a diminished number of punishments; a continued decrease in the expenditure of the department, especially on buildings; and a slight increase in the average earnings of each prisoner, accompanied by a decrease in the cost of maintaining him. Assam.

From 1878 to the beginning of 1886 there was a steady diminution in the jail population. This may be ascribed to the general diffusion of prosperity throughout the provinces. In 1886, however, mainly owing to distress arising from unfavourable harvests, the decrease was arrested and the number of prisoners rose by about $4\frac{1}{2}$ per cent. The health of the prisoners compares favourably with that of prisoners in other provinces. There was a decrease both absolute and relative in the number of jail offences recorded, and the mark system appears to have worked successfully, no prisoner having failed altogether to obtain the benefit of his good conduct marks. No less than 3,021 prisoners, as compared with 2,063 in 1885, obtained release under the remission rules. North Western Provinces and Oudh.

In the Punjab, as in the North-West Provinces, and for much the same reason, there was an increase in the number of prisoners, which, during the seven previous years, had been steadily falling. The number of convicts in 1886 was 18,674, or 2,490 in excess of the figures for 1885. The revised rules for granting marks and remissions of sentences were introduced into the Punjab jails in January 1886, and have worked satisfactorily, the percentage of convicts who earned remissions having been 87.8, while under the rules in force in 1885 it was only 38. The health of the prisoners was not so good as in the previous year; but though the death rate was high in certain jails, the mortality generally was not much in excess of that of the free population, which is computed at 27 per thousand. Considerable difficulty has been experienced in finding suitable and remunerative employment for convicts, whether intramural or extramural. Punjab.

There was an increase during the year, from 15,007 to 18,010, in the number of prisoners in the Central Provinces. Sickness was not so severe as in the previous year. Steps were taken for the establishment of a reformatory for juveniles at Jubbulpore, the want of such an institution having long been felt. Central Provinces.

The jail administration of Lower Burma was reported on separately for the year 1886; but, in future, the jails of Upper and Lower Burma will be dealt with in one report. The most noticeable features in the history of the year's jail administration are the large number of prisoners who passed through the several prisons, the high average number of under-trial prisoners, the crowded state of the greater number of the jails, and the abnormally high rate of mortality. The great increase in the number of prisoners who passed through the jails was due partly to the transfer of convicts from the newly-acquired territory in Upper Burma (where there was little or no suitable jail accommodation), and partly to the occurrence of serious disturbances in Lower Burma. At the beginning of the year the number of convicts was 7,441; during the year 17,985 were added, and 7,420 remained at the close. But for the fact that more than ten times the usual number of convicts were transported to the Andamans or to Indian jails, the number at the close of the year would have been over 9,000. In spite of Lower Burma.

JAILS.

many unfavourable circumstances, a high standard of discipline was maintained during the year. The health of the jail population was unsatisfactory, chiefly owing to overcrowding and the enfeebled condition of the convicts on admission.

Madras.

Owing, probably, to a fairly prosperous season, there was a considerable fall in the prison population in Madras. The health of the prisoners was exceptionally good. The financial results of the year's administration were very unsatisfactory. Though the average number of convicts and under-trial prisoners declined from 8,116 to 7,994, the total cost of rations rose from *Rs.* 30,083 to *Rs.* 32,640, and the average cost per head from *Rs.* 37. 7. 4. to *Rs.* 41. 6. 4. There was no general rise of prices in Madras in 1886, and no satisfactory explanation has been given of the rise in the cost of rations in that year. The Government of India have directed further inquiry into the matter.

Bombay.

The most noteworthy feature in the administration of the Bombay jails during 1886 was the abolition of six subordinate jails as part of a scheme of centralisation. As few subordinate jails as possible are to be maintained; district jails are to be converted into subordinate jails where feasible and long-term prisoners are to be massed at the Yerrowda Central Jail at Poona. There was a considerable improvement in the health of the jail population; but in Sind, though there was some improvement as compared with previous years, the mortality was very high, the death rate having been more than double what it was in the Presidency proper.

Andamans and
Nicobar Convict
Settlements.

The number of convicts at Port Blair and the Nicobars, the chief convict settlements of India, was 12,036 in 1886-87, compared with 11,557 during the previous year. The number of convicts deported from India and Burma was 1,344 against 958 in the previous year. At the end of the official year, 76.68 per cent. were life convicts, and ~~25.32~~ were term convicts. The number of convict offences rose from 1,802 to 2,257; ~~but~~ the increase took place in trivial offences, and is ascribed to the stricter enforcement of discipline. The number of convicts holding tickets as self-supporters fell from 3,447 to 3,225, the decrease being attributable to the large number of releases. The per-centage of offences among them is very small, 1.95 compared with 2.21 during the preceding year. Eighty-two convict marriages took place during the year. The convicts are employed in various ways. Those who from character and length of imprisonment are entitled under Settlement rules to certain indulgences are employed as domestic servants, petty traders, petty officers, &c., while the others, called "labouring convicts," have either outdoor or indoor work. The most difficult outdoor work consists of mangrove-swamp-clearing and bunding, road-making and stone-breaking. Owing to sanitary considerations, however, work of this kind is carried on only during the dry months. Indoor work consists of wheat-grinding, boat-building, coir-pounding, door-mat, blanket, and furniture making, labour in saw mills, &c.

There was a slight rise in the death rate per mille, from 18.4 to 19.9, but on a comparison with the average of the past five years the health statistics were not unfavourable.

CIVIL JUSTICE.

CIVIL JUSTICE.
Receipts and
Expenditure.

THE whole expenditure entered in the Finance and Revenue Accounts for 1886-7 under the head of Law and Justice, was *Rx.* 3,396,453, against which were receipts amounting to *Rx.* 587,196. In the previous year the expenditure had been *Rx.* 3,352,284, and the receipts *Rx.* 577,709. The total charges under High Courts and Chief Court were *Rx.* 286,705, and under Civil and Sessions Courts were *Rx.* 1,174,331. The charges under the head of Criminal Courts were *Rx.* 889,216, and of jails, exclusive of the Andaman and Nicobar Islands, were *Rx.* 635,827.

Systems of
Administration.

Broadly speaking, there are two systems of civil justice administration in India, the one obtaining in Regulation and the other in Non-Regulation Provinces. In the latter, for the most part, the executive and judicial functions are united in the same hands; in the Regulation Provinces, on the other hand, the collector and judge are two separate persons in distinct departments of the service. In the Non-Regulation Provinces, Punjab and Oudh,

Oudh, however, the system has to a large extent been assimilated to that of the Regulation Provinces. The Non-Regulation Provinces may be distinguished by the title of Deputy Commissioner, which takes the place of Collector in Regulation Provinces. CIVIL JUSTICE.

Taking Bengal as a typical Regulation Province, and tracing the system from the highest court downwards, the High Court, in respect of civil justice, exercises an appellate, a legal, an equitable, an ecclesiastical, an admiralty, and a bankruptcy jurisdiction. The functions which in England were, until recently, divided among different courts, are there exercised in one court and by the same judges. Below the High Court are the district and additional judges, the Small Cause Court and subordinate judges, and the munsifs. Of these officers all, except district judges, are purely civil judges. The jurisdiction of district and subordinate judges extends to all original suits cognizable by the civil courts, but does not ordinarily include the powers of a Small Cause Court. The jurisdiction of a munsif extends to suits up to the value of Rx. 100. An appeal lies from the High Court to the Privy Council in England, if the value or amount of the subject-matter exceeds Rx. 1,000. Appeals from the decrees and orders of the district and additional judges lie to the High Court. Appeals from subordinate judges and munsifs lie to the district judge in suits up to Rx. 500, but in suits of higher value the appeals lie to the High Court. There is no appeal from the order of a Small Cause Court.

The supreme administration of civil justice in the various Provinces is vested in the same courts as that of criminal justice (*see* page 40). In the Central Provinces, which may be taken as an example of a Non-Regulation Province, the civil and criminal courts are controlled by a chief judge, under the name of Judicial Commissioner. Next to him come the Commissioners of Division, who are at the same time judges of the Court of Session, and the civil judges, to whom appeals lie in all causes decided by deputy commissioners and by assistant commissioners, when the subject-matter exceeds Rx. 100 in value. The original civil jurisdiction of the deputy commissioner is unlimited in amount, and he hears appeals from the assistant commissioners up to Rx. 100. Below the deputy commissioners come the assistant and extra-assistant commissioners, the tahsildars, and the munsifs, of whom the last-named discharge judicial functions only.

Statements Nos. 151 and 152* of the Statistical Abstract relating to India show the general results of the trial of civil and revenue cases in courts of original and appellate jurisdiction in each presidency or province of British India for a series of years.

The most notable feature connected with the administration of civil justice in Ajmere-Merwara was the increase in the number of small cause suits from 6,817 to 7,328. Ajmere-Merwara.

The administration of civil justice in Berar exhibited no special features. Suits of all kinds numbered 25,970, the majority of them being for fulfilment of contracts, and for money due on bond. The average duration of contested and non-contested cases was somewhat higher than in 1885, being 78.2 and 36.7 days respectively, compared with 65.5 and 34.4 days. Berar.

In February 1887, by a notification under the Coorg Courts Regulation, the jurisdiction of the munsifs' courts was raised from Rx. 50 to Rx. 100, and it was directed that all suits between Rx. 100 and Rx. 300 in value should ordinarily be tried by the assistant commissioner. The total number of suits, 3,201, was larger than in any previous year. The increase is ascribed to the returning prosperity of the coffee trade. The progress of the courts in disposing of the work was not satisfactory, the arrears at the close of the year being 50 per cent. in excess of those at the close of the previous year. The administration of civil justice in Bangalore calls for no special notice. Coorg and Bangalore.

There were 964 suits for disposal on the original side of the High Court during 1886 (against 1,331 in 1885), 499 being disposed of. Although the number of suits disposed of largely decreased as compared with the previous year, their value increased from Rx. 260,747 to Rx. 338,007. On the appellate Bengal.

* Pages 248 to 251 of the Twenty-second Number of the Statistical Abstract.

CIVIL JUSTICE.

appellate side the High Court disposed of 6,679 appeals and applications, as compared with 7,457 in 1885. The proportion of work undisposed of in 1886 was 26 per cent. of the whole work on the appellate side, against 30 per cent. in 1885.

The courts in the interior disposed of 452,378 civil original suits out of 562,443 for disposal. Of the latter number 472,767 were instituted in munsifs' courts, of which 373,061 were disposed of. Suits for money increased by 10,252 cases, but there was a falling off of 7,951 rent suits. The suits showed no tendency to increase in value, 311,595 being for sums less than Rx. 5, and 386,972 others for amounts not exceeding Rx. 10.

The Calcutta Small Cause Court seems to be declining in popularity. The number of suits instituted during the year was 29,216, compared with 30,644 in 1885, and 31,074 in 1884. The decrease was almost entirely confined to suits below Rx. 5 in value, and is said to have been due to the more elaborate procedure adopted in 1882, causing a serious prolongation in the heavier cases, and more frequent adjournments in the minor ones, whereby suitors in the latter are discouraged, and apply less frequently to the court for relief. In the Small Cause Courts outside Calcutta the number of cases instituted increased considerably. The results of suits to which Government was a party were less satisfactory than in the previous year, the percentage of cases decided in its favour having fallen from 86½ to 81½.

Assam.

The number of civil suits instituted fell from 25,611 in 1885 to 25,052 in 1886, but the total value of the suits rose from Rx. 217,257 to Rx. 582,762.

The average duration of contested cases in the courts of district judges, subordinate judges, and munsifs, was 118, 135, and 62 days, respectively; in uncontested cases the average duration was 62, 43, and 30 days, respectively. In the courts of district and subordinate judges the average duration of contested cases increased considerably, as compared with 1885. The number of appeals fell from 1,161 to 1,043, and the proportion of cases in which the decision was upheld was, as in the previous year, 67 per cent. The receipts from civil courts rose from Rx. 38,440 in 1885 to Rx. 39,583, being an increase of 2·9 per cent., while expenditure fell from Rx. 23,967 to Rx. 23,058, the result being a surplus of Rx. 16,525, as against Rx. 14,472 in 1885.

North Western
Provinces and
Oudh.

There was an appreciable increase in the civil litigation in both the North Western Provinces and Oudh, the number of institutions having risen by 3,929, compared with those of the previous year, while the value of the suits was Rx. 3,275,268, or Rx. 198,279 in excess of what it was in 1885. The average value of each suit was again much greater in the North Western Provinces than in Oudh, while the number of suits continued to bear a higher proportion to the total population in the latter province than in the former. The greater readiness which exists in Oudh to bring claims for small amounts before the civil tribunals is shown by the fact that no less than 15,094 suits, or more than 40 per cent. of the whole number instituted, were on verbal contracts on accounts stated, whereas the same class of suits in the North Western Provinces numbered 10,263, and contributed little more than a tenth of the total litigation. The work was despatched by the courts with commendable promptness and punctuality, and in the North Western Provinces the arrears outstanding at the close of the year were, notwithstanding the increased number of institutions, fewer than they had been at the end of the year preceding. In the courts subordinate to the High Court 95,158 suits were instituted, and 97,939 disposed of during the year. In contested suits the average duration rose from 62 to 63 days; in uncontested suits it fell from 28 to 27 days. In Oudh the average duration of contested suits was 74·22 days, being an increase of 18·46 days, as compared with the average for 1885. The average duration of uncontested suits was 30·23 days, as against 36·64 days in 1885.

Punjab.

The number of suits during the year was 242,323, compared with 247,047 in 1885. The decrease is said to have been general, and not due to any special cause. Of the total number of suits 86 per cent. were brought to recover money due on moveable property. The proportion of contested suits to the total number decided was 29, as against 30 in the previous year. The large proportion of uncontested suits and the high percentage

centage of successful institutions, even where the claim has been resisted, show a marked contrast to the results obtained in the criminal courts of the province, in which, out of 147,997 offences reported, no less than 44,625 complaints were either summarily dismissed or were struck off the register on the application of the Police. It is believed that the higher court fee required to bring a civil suit, except for a small amount, tends to prevent the abuse of the civil courts similar to that practised on the criminal courts. The success of the courts in dealing with the work was not satisfactory, the file of suits pending having increased, notwithstanding the falling off in the number of institutions. A noticeable feature in the administration of civil justice in the Punjab is the increase in the proportion of decrees the execution of which proved wholly infructuous. The proportion has steadily advanced from 38·2 in 1881 to 47·1 in 1886.

CIVIL JUSTICE.

The Central Provinces Civil Courts Act, 1885, came into force on the 1st of January 1886. The two main improvements introduced by it were (1) the power to appoint judicial assistants, civil judges, and munsifs, with all or any of the powers of commissioners, deputy commissioners, and tahsildars respectively; and (2) the change regarding the venue of appeals, which is now determined by the nature or value of the suit.

Central Provinces.

The business of the courts, most of it of a petty character, grows from year to year. In 1886, the number of suits was 112,965, an increase of 7·7 per cent. over 1885. The increase was mainly under the heads of suits on written contracts and for goods sold, and is ascribed to the advance of trade in the Province. Despite the increase, the work was more satisfactorily disposed of than in previous years, owing to the operation of the Civil Courts Act.

There was a general decrease throughout the province in the number of regular civil suits instituted, and an increase, in Rangoon only, of miscellaneous cases. The largest falling off took place in the disturbed districts, such as Pegu, Tharrawaddy, and Henzada. There was a large increase, however, in the number of cases instituted in the Arakan Hill Tracts, which was due to the disuse of the custom of referring disputes to the arbitration of the local chief. Appeals decreased from 1,690 in 1885 to 1,417 in the year under review. The average duration of appeals was high, 60 days. The circumstances of the year, however, were abnormal, and the appellate officers were not responsible for the delays which occurred.

Lower Burma.

In the interval before a complete body of law could be introduced into Upper Burma, the civil justice administration of the province was conducted in accordance with the Provisional Instructions* (already referred to, page 44) issued by the Chief Commissioner in March 1883. In framing these instructions it was anticipated that, as the Burmese are not a litigious race, civil litigation for some time to come was not likely to be very heavy. Petty civil suits were left to the decision of the Thugyis and Myothugyis, but it was directed that regular civil suits should be instituted in the court of the township officer having jurisdiction. Simple rules as to fees were laid down, and no appeal was allowed from the decisions of subordinate civil courts, though the Deputy Commissioner was given power to revise, reverse, or modify any order of a subordinate civil court, either of his own motion or otherwise. He was also empowered to transfer a case from any subordinate court to his own or another subordinate court. The procedure of the courts was, in the main, to be in accordance with the Code of Civil Procedure, and with the Evidence Act, save in respect of appeals, and in respect of the record of evidence, which might be of a summary character. In November 1886, a Civil Justice Regulation, framed under the provisions of statute 33 Vict. cap. 3, came into force in Upper Burma. This Regulation was based on the Arakan Hills Civil Justice Regulation VIII. of 1874, which was itself a Civil Courts Act and an abbreviated Code of Civil Procedure. It established a special Court for the town of Mandalay, under the superintendence of a Judicial Commissioner, and consisting of a First and a Second Judge. The Court was to observe the Code of Civil Procedure. For the rest of Upper Burma it established five grades of Courts

Upper Burma.

* For the complete text of the Instructions, see *Burmah Blue Book*, No. 1, of 1887, p. 119.

CIVIL JUSTICE.

Courts, namely, the Court of (1) the Judicial Commissioner, (2) of the Deputy Commissioner of the District, (3) of the Sub-Divisional Officer, (4) of the Township Officer, and (5) of the Circle Officer. The Judicial Commissioner was made the High Court, and the Court of the Deputy Commissioner, the District Court. Appeals lay to the Deputy Commissioner from courts subordinate to him where a substantial sum was involved; but with a view to discouraging petty litigation appeals were prohibited where the amount did not exceed certain limits fixed for the several grades of courts subordinate to the Deputy Commissioner. In such cases, however, the Deputy Commissioner was allowed the widest powers of revision. Similar powers of revision were vested in the Judicial Commissioner with respect to all courts in Upper Burma, including the Civil Court of Mandalay.

Madras.

The number and classes of courts administering civil justice remained the same as in the previous year; but increased small cause powers were conferred on some of the courts under Act XXI. of 1885, which amended the Madras Civil Courts Act of 1873. A certain number of district judges and munsifs were empowered under the Act to try small causes up to Rx. 50 and Rx. 20 in value respectively. The total number of original suits instituted in all the civil courts was 263,855, compared with 267,293 in 1885. Appeals numbered 9,742, against 9,280 in the previous year. Of the original suits, 27.75 per cent. were instituted in the courts of village munsifs. The number of suits and appeals decided by the regular mofussil courts was 165,404 and 7,749 respectively, leaving pending at the close of the year, 31,503 suits and 4,126 appeals. Turning to the results of appeals, the decrees of the courts of first instance were affirmed by the superior courts in 61.19 per cent. of the appeals, and those of the Appellate Courts in 73.94 per cent. The file of original suits in the High Court has been steadily decreasing since 1882. In 1886, 292 suits were instituted, against 348 and 361 in the two preceding years. The arrears, however, rose from 266 to 301, and the average duration of suits from 241 to 265 days; 68.75 per cent. of the decisions on the original side were confirmed by the Division Bench on appeal, as compared with 54.5 per cent. in the previous year. First and second appeals numbered 327 and 1,886 respectively. The Presidency Small Causes Court seems to increase in popularity, the number of suits before it having been 27,314, compared with 26,936 in 1885, and 25,866 in 1884.

The salient features to be noted in connexion with the business done by civil courts in Madras during 1886, excluding results which may be attributed almost exclusively to the very extensive transfer of suits from the ordinary to the small cause files of district munsifs' courts and district courts, under Act XXI. of 1885, were, (1) the reduced amount of business done, both in the aggregate and on an average, in the village munsifs' courts; (2) the efforts of the regular mofussil courts to keep pace with increased litigation resulting in increased arrears, both original and appellate, notwithstanding more decisions and a speedier disposal of contested ordinary suits in the district munsifs' courts; (3) continued improvement in the amount paid voluntarily in satisfaction of decrees in mofussil courts and in the prompt disposal of business in the Presidency Small Cause Court; and, (4) the reduced numerical disposal, both original and appellate, in the High Court.

Bombay.

The constitution and functions of the various civil courts remained unaltered. There was a large increase of 41,042 in the number of suits instituted, due mainly to the inclusion in the returns of the cases in the court of small causes. In about 59 per cent. of the suits the value of the claim did not exceed Rx. 5. The average duration of contested suits decreased in all the courts except the High Court and district courts, while that of uncontested suits increased in all the courts except the small cause courts and the Jaghirdars' and Inamdars' Courts. The increased number of suits, original and appellate, rendered any progress in the work of clearing off arrears impossible. As to the nature of the suits instituted there was an increase in suits on contracts in writing, on contracts not in writing for money received, goods sold, rent of houses, &c., for moveable property, and for damages. There was a decrease, however, in suits for
immoveable

immoveable property, and suits to establish personal rights. The total receipts of all the courts in the Presidency amounted to Rx. 281,243, against Rx. 225,556 in 1885, while the expenditure amounted to Rx. 452,582, against Rx. 422,951 in 1885. These figures include the receipts and expenditure of civil, criminal, and revenue courts taken all together. The litigation of the year under the Dekkhan Agriculturists Relief Act returned to the level of 1884, after the steady increase that had prevailed up to 1885. The result of seven years' redemption work shows that, after full inquiry by the courts, claims aggregating $27\frac{1}{2}$ lakhs of rupees were disposed of and settled at 19 lakhs. The figures show that the restoration of their lost land to the ryots is one of the most substantial benefits afforded by the Act. A steady falling off since 1882 of applications to conciliators was recorded, but conciliation was successful in four out of every five cases in which the parties appeared. The work of the Bombay Court of small causes was again heavy, and the number of suits filed exceeded by 1,027 the number filed in 1885. The average duration of contested suits was 37 days, of uncontested suits 30 days.

CIV

V.

REGISTRATION.

REGISTRATION.

At page 19 of last year's Report was given a short account of the Registration laws; it will suffice to say here that the law makes compulsory the registration of all non-testamentary documents affecting immoveable property of the value of Rx. 10 or upwards, while it permits the optional registration of other documents. Offices are established in every district for the registration of documents and for keeping copies of such documents. *Ad valorem* fees are charged for registration, and a small fixed fee for searching the records. At the end of 1886-87 there were in British India 1,887 registration offices; the total number of documents registered during the year was 1,752,369, and they concerned property valued at Rx. 45,477,861. The total registration fee receipts of the year 1886-87 were Rx. 299,000, as compared with Rx. 308,000 in the preceding year; and the cost of the registration offices was Rx. 192,000. The diminution of fee receipts occurred in the provinces of Bengal, the North West Provinces, and Burma. It is claimed for the Indian registration system that it operates to prevent fraud, as well as to secure and simplify titles. Detailed statistics of registration for the last eight years will be found at pages 286-7 of the Statistical Abstract for 1886-87.

Berar and Coorg.

The number of registration offices in Berar increased from 60 to 62; the number of documents registered was 25,088, or 6 per cent. less than in the year 1885-86. The value of the property registered and the fee receipts decreased in somewhat smaller proportion. The decrease occurred mainly under the head of mortgages, both compulsory and optional. In Coorg there was an increase in registration work, but the total number of documents was only 695.

Bengal.

The number of registration offices in Bengal increased from 292 to 301. The total number of documents was 698,559, or 3 per cent. less than in 1886. The decrease occurred entirely in documents relating to immoveable property, which, however, still contribute 82 per cent. of all the registered documents in Bengal. The new Tenancy Act had, so far, no marked effect on the registrations. There was a reduction of nearly 10 per cent. in the number of perpetual leases, but ordinary leases remained at the same figure as in 1885-86. The sales of land fell by about 6 per cent.; the cases in which land passed from the hands of the agricultural classes into the hands of money-lenders were 10 per cent. fewer than in the previous year, and were only a considerable reduction also in the number of mortgages of land. The number of Mahamadan marriages and divorces registered under the Mahamadan Marriage Act was smaller than in any year since the Act was introduced. The total fee receipts were Rx. 103,148, or 5 per cent. less than in 1885-86; the expenditure was about the same as last year.

Assam.

The number of registrations in Assam was 24,169, or 14 per cent. above last year's total; while fee receipts increased 5 per cent. The bulk of the documents related to land, and the single district of Sylhet contributed three-quarters of the whole receipts from fees. Under the Mahamadan Marriage Act only 236 proceedings were taken.

North West Provinces and Oudh

The total number of documents registered in the North West Provinces and Oudh was 179,854, or 4 per cent. less than in 1885-86; the fee receipts decreased by 1½ per cent. The decrease in registrations occurred under the headings of mortgages, sales, and leases of immoveable property; but the decrease was smaller under optional than under compulsory registrations. The returns show that in Oudh there is little tendency for land to pass into the hands of the money-lending classes. The number of leases registered in the North West Provinces and Oudh, 35,000 in all, as compared with 266,000 in Bengal, is small.

Punjab.

The total number of documents registered in the Punjab was 72,112, or 5 per cent. above the preceding year, and the fee receipts increased in somewhat greater proportion. The increase occurred entirely under the head of deeds

deeds relating to immoveable property, for which registration was compulsory; there was a decrease in the number of optional and miscellaneous registrations. The increase in sales and mortgages was attributed partly to the badness of the season. REGISTRATION.

The number of registered deeds was 25,695, or 4 per cent. above the total of 1885-86; the fee receipts increased 8 per cent. About 77 per cent. of all the documents concern immoveable property. Central Provinces.

The number of registered documents in Lower Burma was 7,631, or a smaller number than in any year since 1881-82. The decrease was attributed to stagnation of trade in Rangoon and Moulmein towns, and to the disturbed condition of some of the country districts. Fee receipts increased somewhat, in consequence of an alteration in rates. As yet registration has made little progress outside the seaport towns. Lower Burma.

The number of registration offices in Madras was 354, or 16 more than in 1885-86. The number of documents registered was 608,942, showing an increase of 4 per cent.; and the fee receipts increased by 12½ per cent. The increase was greater among optional than among compulsory registrations. Out of the total number of documents, 91 per cent. related to immoveable property, and in more than half these cases the value of the property was below 100 rupees. The proportion which registration expenditure bears to fee receipts is much larger in Madras and Bombay than in other large provinces. Madras.

The number of registrations in Bombay was 112,412, or 4 per cent. above the previous year; and the fee receipts increased 1 per cent. The increase was entirely under compulsory registrations, there being a diminution under optional registrations. Resort to the Parsi Marriage Act has diminished somewhat, there being 577 cases, against 599 in the previous year. Bombay.

Under the special Law of 1881 for the protection of Deccan agriculturists, which applies to the four districts of Poona, Sattara, Ahmednagar, and Sholapur, there has been a decrease of 11 per cent. in the number of documents registered at the 209 registration offices established under the special Law. The decrease occurred chiefly under money bonds, deeds of gift of land, sales of land, and mortgages. The majority of sales and mortgages of land were between agriculturists, about three-sevenths being between agriculturists on the one side and money-lenders on the other side. Deccan Agriculturists' Act.

JOINT STOCK COMPANIES.

In Bengal eight new companies were registered, with a capital of Rx. 278,000; of which four were tea companies, one a banking company, and one an insurance company. Of ten companies under liquidation, three, with a total registered capital of Rx. 120,000, were wound up. At the end of the year 1886-87 there were 230 registered joint-stock companies at work. Bengal.

In Madras 110 new companies were registered during the year. Of these 83 companies have share capital, which is returned at Rx. 283,370 nominal and Rx. 44,600 paid up. The companies wound up during the year were 192. At the end of the year 482 companies were still in existence, with a nominal capital of Rx. 3,866,024, and a paid-up capital of Rx. 1,437,502. Madras.

In Bombay 29 new companies were registered, of which 11 were for working mills and presses. Thirteen companies were in liquidation, of which three were wound up. At the end of the year 204 joint-stock companies were in existence, with a nominal capital of Rx. 11,947,968, and a paid-up capital of Rx. 8,725,302. Of these, 67 companies, with a paid-up capital of Rx. 5,984,173, were for working mills and presses. Bombay.

VI.

FINANCE.

[The denomination Rx. means tens of rupees.]

THE gross revenue and expenditure of British India in 1886-87 may be thus compared with the figures for 1885-86 :—

	1885-86.	1886-87.	Increase.	Decrease.
	Rx.	Rx.	Rx.	Rx.
Revenue - - - - -	74,464,197	77,337,134	2,872,937	—
Expenditure - - - - -	77,265,923	77,158,707	—	107,216
Surplus or Deficit - - - - -	—	178,427	Better by Rx.	2,980,153
	2,801,726	—		

In the gross revenue are included very large receipts, amounting altogether to little less than one-third of the whole, which are derived from the working of the railways and canals, the operations of the Postal and Telegraph Departments, the interest received on loans to municipalities, landholders, &c., and on the investment by the Currency Department, the seignorage on coinage, the contributions by officers towards their pensions, the sale of stores, and the receipts of the various administrative departments, all of which are rather of the nature of a set-off against the corresponding charges than revenue proper; and, on the other hand, the expenditure includes the cost of collection of revenue, which is frequently enhanced by an increase of the cost incurred in the production of opium and the manufacture of salt, and the expenses of the public works, which necessarily increase as more works are brought into operation. The financial position of the Government can, therefore, be much better appreciated by looking at the net revenue and expenditure, a statement of which is always appended to the Financial Statement annually laid before Parliament. The following is the comparison of the net revenue, that is to say, the gross revenue diminished by the cost of collection and other direct demands, with the net expenditure, that is, the expenditure reduced by the various departmental receipts :—

NET REVENUE.

REVENUE.*	1885-86.				1886-87.				NET REVENUE.	
	Gross Revenue.	Deductions.		Net Revenue.	Gross Revenue.	Deductions.		Net Revenue.	Increase.	Decrease.
		Refunds and Draw-backs.	Charges in respect of Collection.			Refunds and Draw-backs.	Charges in respect of Collection.			
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - - -	22,592,371	47,772	3,414,292	19,130,307	23,055,724	35,026	3,464,252	19,556,446	426,139	—
Opium - - - - -	8,942,516	216	3,057,674	5,884,025	8,912,976	68	2,720,063	6,213,845	820,220	—
Salt - - - - -	6,345,128	27,315	401,618	5,916,195	6,657,644	30,361	486,172	6,141,111	224,916	—
Stamps - - - - -	3,663,174	45,449	147,970	3,469,755	3,751,280	45,494	146,914	3,558,272	89,217	—
Excise - - - - -	4,162,136	26,099	124,372	4,001,665	4,375,174	38,744	116,730	4,219,700	218,036	—
Provincial Rates - - - - -	2,960,315	5,800	47,057	2,907,058	2,993,861	6,860	51,105	2,941,996	34,243	—
Customs - - - - -	1,192,976	32,406	130,719	1,036,651	1,240,293	28,118	135,818	1,082,357	45,500	—
Assessed Taxes - - - - -	503,934	17,763	12,471	472,800	1,384,735	27,067	50,158	1,277,510	804,710	—
Forest - - - - -	1,086,092	2,514	680,988	402,590	1,103,970	1,409	719,766	382,706	—	19,854
Registration - - - - -	308,000	1,007	185,406	121,593	299,059	1,122	184,845	113,692	—	8,501
Tributes from Native States.	689,578	3	—	689,575	695,415	Upper Burma, 183	—	695,232	6,857	—
	52,442,325	206,174	8,202,567	44,036,584	54,482,131	214,532	8,084,722	46,182,877	2,149,303	—
<i>Debit.</i> — Assignments and Compensations.	—	—	—	1,306,537	—	—	—	1,448,937	50,400	—
TOTAL NET REVENUE - - - - -	—	—	—	42,537,047	—	—	—	44,735,940	2,098,893	—

* See page 64 of Financial Statement for 1887-88 (Commons' Paper, 134, of 1887), and page 102 of Financial Statement for 1888-89 (Commons' Paper, 128, of 1888).

NET EXPENDITURE.

EXPENDITURE.	1885-86.			1886-87.			NET EXPENDITURE.	
	Gross Expenditure.	Receipts.	Net Expenditure.	Gross Expenditure.	Receipts.	Net Expenditure.	Increase.	Decrease.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Interest	4,330,861	698,982	3,631,879	4,310,403	670,548	3,639,855	7,976	—
Post Office, Telegraph, and Mint	2,292,981	1,965,860	327,101	2,145,262	2,027,482	117,780	—	209,321
Civil Departments	12,243,660	1,427,106	10,816,554	12,698,616	1,461,658	11,236,958	420,576	—
Miscellaneous Civil Charges	4,034,598	1,077,809	2,956,789	4,701,057	848,274	3,852,783	295,994	—
Famine Relief and Insurance	1,500,000	—	1,500,000	309,020	—	309,020	—	1,190,980
Construction of Railways (charged against Revenue, in addition to that under Famine Insurance).	682,055	—	682,055	183,077	—	183,077	—	498,978
Railway Revenue Account	14,415,797	13,684,084	731,713	15,866,427	14,477,759	1,388,668	456,955	—
Irrigation	2,303,747	1,588,278	715,469	2,310,654	1,656,705	653,949	—	61,520
Buildings and Roads	4,486,276	615,581	3,869,695	5,201,767	727,574	4,474,193	604,498	—
Army	20,097,779	963,672	19,133,907	19,525,042	985,003	18,540,039	—	593,868
Special Defence Works	—	—	—	325,626	—	325,626	325,626	—
Provincial and Local Surpluses	66,936,753	22,021,972	44,914,781	67,376,351	22,655,003	44,721,348	—	393,403
TOTAL NET EXPENDITURE	—	—	45,439,773	—	—	44,557,513	—	881,260

Thus, there was an increase of the net revenue by Rx. 2,098,893, and a reduction of the net expenditure by Rx. 881,260, making an improvement of Rx. 2,980,153. But, inasmuch as in 1885-86 the payment under Famine Relief and Insurance included a charge of Rx. 683,498 in reduction of debt, whereas no such charge was borne by the revenue in 1886-87, the real improvement was Rx. 2,296,655.

Of the increase of the net revenue, Rx. 804,710 arose from the re-arrangement and enhancement of the assessed taxes; the receipts in Upper Burma amounted to Rx. 146,232; there was a saving of Rx. 328,611 in the charges connected with the production and manufacture of opium; and the remainder may be attributed to the ordinary improvement of the revenue, chiefly from land, salt, excise, and stamps.

The net expenditure, apart from the abandonment of the bulk of the grant for famine insurance, was increased by Rx. 309,720, which is fully explained by the inclusion of Rx. 325,626 for the special defence works at Mooltan, Aden, Bombay, Rangoon, and other places. The net civil and public works expenditure in Upper Burma amounted to Rx. 697,123, of which Rx. 343,836 was for police, and Rx. 257,098 for public works. The reduction of receipts in the Railway Revenue Account was nearly balanced by the diminution of the expenditure out of revenue in the construction of railways. Under the head of Army, the year 1885-86 was burdened with a special charge of Rx. 2,116,459 for the Quetta Field Force; but on the other hand, the cost of military operations in Burma was heavier in 1886-87 by Rx. 912,959. The increase in the charge for buildings and roads, which, apart from Upper Burma, amounted to Rx. 361,220, was met from the provincial balances, the augmentation of which was less by Rx. 488,217 than in the previous year.

The exchange value of the rupee fell from 18.254*d.* in 1885-86 to 17.441*d.* in 1886-87. The consequence was that, although the sterling expenditure was increased by only 416,639*l.*, it needed Rx. 1,416,465 to defray it. Of the total increase of Rx. 999,826 under the head of Exchange, Rx. 199,384 occurred under Interest, Rx. 119,393 under Civil Superannuation, Rx. 392,364 in the Railway Revenue Account, Rx. 178,359 under Army, and Rx. 110,326 under other heads.

In the following tables the net revenue and expenditure in India of the several provinces under the chief heads are shown for the years 1885-86 and 1886-87:—

60 STATEMENT EXHIBITING THE MORAL AND MATERIAL

FINANCE.

INDIA GENERAL, *i.e.*, the Departments and Districts not administered directly by the Lieutenant Governors and Chief Commissioners of the Provinces subsequently named.

NET REVENUE	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - -	65,315	—	15	65,326	64,836	—	— 3,274	65,564
Salt - - - - -	983,922	—	—	983,922	1,450,423	—	—	1,450,423
Stamps - - - - -	79,753	—	—	79,753	84,738	—	—	84,738
Excise - - - - -	60,519	—	959	61,478	70,740	—	1,141	71,881
Assessed Taxes - - - -	106	—	—	106	124,057	—	—	124,057
Tributes from Native States -	218,256	—	—	218,256	219,749	—	—	219,749
Assignments and Compensations	— 370,925	—	—	— 370,925	— 299,053	—	—	— 299,053
Other Heads - - - - -	— 7,101	—	7,222	121	— 15,760	—	7,782	— 7,968
TOTAL - - - -	1,089,840	—	8,194	1,098,034	1,693,734	—	5,651	1,699,385
NET EXPENDITURE:								
Interest - - - - -	610,441	—	— 218	610,223	390,844	—	— 38	390,806
Telegraph - - - - -	— 61,346	—	—	— 61,346	— 119,141	—	—	— 119,141
Mint - - - - -	— 28,505	—	—	— 28,505	— 67,373	—	—	— 67,373
General Administration - -	465,514	—	2,604	468,118	432,263	—	25	432,288
Law and Justice - - - -	111,923	—	68	111,991	110,468	—	12	110,480
Police - - - - -	44,170	—	1,400	45,570	48,074	—	1,122	49,196
Marine - - - - -	127,722	—	—	127,722	321,047	—	—	321,047
Political - - - - -	679,991	—	119	673,037	482,383	—	120	482,503
Scientific and other Minor De- partments.	245,014	—	298	245,312	242,717	—	418	243,135
Territorial and Political Pen- sions.	165,233	—	—	165,233	165,200	—	—	165,200
Stationery and Printing - -	— 78,188	—	—	— 78,188	— 87,412	—	—	— 87,412
Exchange - - - - -	— 254,378	—	—	— 254,378	26,392	—	—	26,392
Reduction of Debt - - - -	683,498	—	—	683,498	—	—	—	—
Construction of Protective Rail- ways.	—	—	—	—	200,000	—	—	200,000
Railway Revenue Account - -	— 5,031,629	—	—	— 5,031,629	— 4,859,660	—	—	— 4,859,660
Irrigation - - - - -	492,429	—	—	492,429	518,283	—	—	518,283
Buildings and Roads - - -	753,018	—	4,279	757,297	754,670	—	3,295	757,965
Army - - - - -	3,546,656	—	—	3,546,656	7,397,000	—	—	7,397,000
Special Defence Works - - -	—	—	—	—	34,903	—	—	34,903
Other Heads - - - - -	26,076	—	— 3,688	22,488	38,431	—	253	38,684
Local Balances - - - - -	—	—	3,135	3,135	—	—	384	384
TOTAL - - - -	7,681,169	—	8,194	7,689,363	6,027,629	—	5,651	6,033,280
Surplus - - - -	— 6,591,329	—	—	— 6,591,329	— 4,333,865	—	—	— 4,333,865

BENGAL.

NET REVENUE.	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - -	2,545,194	959,300	—	3,504,494	2,549,840	978,504	—	3,528,344
Opium - - - - -	3,308,974	—	—	3,308,974	3,489,756	—	—	3,489,756
Salt - - - - -	1,897,960	8,334	—	1,906,294	1,948,488	9,112	—	1,957,600
Stamps - - - - -	638,281	638,282	—	1,276,563	648,902	648,901	—	1,297,803
Excise - - - - -	463,102	463,103	—	926,205	487,401	487,401	—	974,802
Provincial Rates - - -	—	887,117	883,084	770,181	—	395,747	385,250	780,997
Customs - - - - -	320,764	—43,898	—	276,866	308,621	—44,490	—	264,131
Assessed Taxes - - - -	72,039	72,302	—	144,341	265,111	72,302	—	337,413
Other Heads - - - - -	—12,648	23,086	—1,831	8,607	—21,886	8,651	—962	—13,997
TOTAL	9,233,656	2,507,026	881,263	12,122,615	9,676,233	2,553,328	384,288	12,613,849
NET EXPENDITURE:								
Interest - - - - -	—57,122	—7,334	—5,515	—69,971	—53,180	—8,264	—6,119	—67,563
Post Office - - - - -	109,739	—	81,786	141,515	113,733	—	83,098	146,831
General Administration -	26,374	153,236	13,831	193,241	26,374	159,389	14,784	200,547
Law and Justice - - - -	—	821,180	—	821,180	—	811,781	—	811,781
Police - - - - -	7,773	409,695	—	417,468	6,483	403,458	—3,704	406,237
Education - - - - -	—	277,022	—	277,022	—	282,508	2,150	284,658
Medical - - - - -	—	129,374	78	129,347	—	130,756	78	130,834
Territorial and Political Pensions	100,598	—	—	100,598	97,880	—	—	97,880
Civil Superannuation - -	—14,458	118,662	84	104,240	—16,157	122,112	43	103,998
Stationery and Printing -	69,364	91,995	8,126	164,385	88,528	83,682	2,679	174,889
Construction of Railways -	250,000	2,158	—	252,158	—	336	—	336
Railway Revenue Account -	—122,868	52,943	—	—69,925	—150,860	—493	—	—151,353
Irrigation - - - - -	63,475	184,859	—1,454	236,880	53,938	207,092	—1,258	259,772
Buildings and Roads - - -	108,497	203,835	336,349	648,681	55,569	309,470	369,763	734,792
Other Heads - - - - -	26,584	18,293	—12,561	32,316	27,925	—19,741	—8,450	—266
Provincial and Local Balances -	—	26,777	35,895	62,672	—	52,911	—423	52,488
TOTAL	656,848	2,487,595	401,264	3,444,707	248,232	2,534,392	402,624	3,185,249
Surplus	8,677,808	29,031	—20,031	8,677,808	9,428,000	18,336	—16,336	9,428,000

62 STATEMENT EXHIBITING THE MORAL AND MATERIAL

FINANCE.

Assam.

ASSAM.

NET REVENUE.	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - -	136,914	192,549	—	329,463	162,086	172,287	—	334,373
Stamps - - - - -	37,415	37,415	—	74,830	35,734	36,734	—	72,468
Excise - - - - -	108,495	108,404	—	216,899	109,692	109,691	—	219,383
Provincial Rates - - -	—	9	50,351	50,360	—	—	50,339	50,339
Other Heads - - - -	38,143	— 945	— 65	37,133	58,601	69	— 140	58,530
TOTAL - - -	320,967	337,523	50,286	708,766	366,313	317,801	50,709	734,823
NET EXPENDITURE :								
General Administration - -	4,387	18,109	—	22,496	4,495	18,708	—	23,203
Law and Justice - - - -	—	46,709	—	46,709	—	46,707	—	46,707
Police - - - - -	—	81,713	—	81,713	—	84,890	—	84,890
Education - - - - -	—	12,814	14,058	26,872	—	13,046	15,032	28,128
Construction of Railways - -	—	30,179	—	30,179	—	21,819	—	21,819
Railway Revenue Account -	22,814	10,648	—	33,462	11,037	14,056	—	25,093
Buildings and Roads - - -	19,247	46,791	61,110	127,148	22,887	61,690	86,523	170,300
Other Heads - - - - -	11,300	32,372	8,422	52,094	10,012	28,030	7,994	46,036
Provincial and Local Balances -	—	25,299	— 436	24,863	—	— 23,578	— 1,169	— 24,747
TOTAL - - -	57,748	304,634	83,154	445,536	49,031	260,870	107,730	417,631
Surplus - - -	263,219	32,898	— 32,898	263,219	317,282	56,931	— 56,931	317,282

North West
Provinces and
Oudh.

NORTH WEST PROVINCES AND OUDH.

NET REVENUE.	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - -	4,135,426	683,900	—	4,819,326	4,133,625	831,304	— 2,070	4,962,859
Stamps - - - - -	303,692	303,691	—	607,383	309,859	309,860	—	619,719
Excise - - - - -	282,629	282,630	—	565,259	283,242	283,241	—	566,483
Provincial Rates - - - -	—	165,215	493,512	658,727	—	167,267	600,699	667,966
Assessed Taxes - - - - -	59,348	59,347	—	118,695	158,853	59,347	—	218,200
Other Heads - - - - -	58,982	23,501	— 182	82,301	69,063	15,510	— 181	84,392
TOTAL - - -	4,670,076	1,498,264	493,330	6,661,670	4,952,832	1,666,529	498,518	7,117,879
NET EXPENDITURE :								
General Administration - -	22,673	129,490	9,641	161,804	22,620	128,423	9,664	160,707
Law and Justice - - - -	—	427,216	—	427,216	—	416,148	—	416,148
Police - - - - -	6,572	351,189	241,370	599,131	2,410	341,150	244,691	588,251
Education - - - - -	—	27,293	127,490	154,783	—	20,681	125,491	146,172
Medical - - - - -	—	65,296	33,997	99,293	—	64,384	35,190	99,574
Territorial and Political Pensions	87,501	—	—	87,501	80,624	—	—	80,624
Civil Superannuation - - -	— 12,071	130,643	250	118,822	— 13,474	125,763	289	112,678
Stationery and Printing - -	— 249	51,500	—	51,251	— 1,164	49,570	—	48,406
Construction of Protective Irrigation Works.	52,801	—	—	52,801	11,969	—	—	11,969
Construction of Railways - -	—	99,718	—	99,718	—	166,922	—	166,922
Railway Revenue Account - -	37,824	507	—	38,331	14,340	— 31,071	—	— 16,731
Irrigation - - - - -	— 86,408	34,881	—	— 51,527	— 81,744	19,471	—	— 62,273
Buildings and Roads - - -	27,266	196,345	242,164	465,775	32,328	195,343	251,228	478,999
Other Heads - - - - -	3,870	14,289	3,733	21,892	— 4,860	3,768	3,443	2,351
Provincial and Local Balances -	—	— 180,000	— 15,365	— 195,365	—	— 12,408	2,288	— 10,120
TOTAL - - -	139,679	1,348,307	643,307	2,131,293	63,029	1,492,784	672,263	2,228,076
Surplus - - -	4,730,397	149,977	— 149,977	4,730,397	4,896,003	173,746	— 173,746	4,896,003

PUNJAB.

NET REVENUE.	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue	1,167,507	735,647	-90,528	1,802,526	1,137,764	734,613	-100,623	1,771,754
Stamps	169,768	169,770	—	339,538	167,969	167,968	—	335,937
Excise	62,589	62,589	—	125,164	65,607	65,608	—	131,215
Provincial Rates	—	48,886	295,430	344,316	—	48,066	303,478	351,544
Assessed Taxes	18,940	18,941	—	37,887	90,011	18,941	—	108,952
Other Heads	10,244	8,108	-35	24,377	30,399	18,959	-27	49,331
TOTAL	1,415,047	1,033,894	204,769	2,653,610	1,491,780	1,054,155	207,928	2,753,738
NET EXPENDITURE:								
General Administration	16,648	95,330	10,411	122,379	16,415	95,406	15,108	126,926
Law and Justice	—	286,359	—	286,359	—	286,974	—	286,974
Police	16,907	243,856	—	260,763	21,558	247,214	-2,311	266,461
Education	—	61,607	49,746	110,853	—	75,351	55,098	130,449
Medical	—	48,799	27,178	75,975	—	51,474	27,420	78,894
Political	105,300	—	—	105,300	73,826	—	—	73,826
Civil Superannuation	-5,548	56,824	161	51,437	-6,834	59,377	182	62,725
Territorial and Political Pensions	44,105	—	—	44,105	44,318	—	—	44,318
Construction of Railways	500,000	—	—	500,000	—	—	—	—
Railway Revenue Account	-947,206	15,009	—	-832,197	-1,021,481	10,204	—	-1,011,187
Irrigation	-93,391	-416	—	-93,807	-136,908	-2,498	-108	-139,515
Buildings and Roads	72,038	192,919	82,946	347,893	108,118	212,431	65,358	385,899
Other Heads	-6,813	30,472	3,473	27,132	-15,334	87,119	1,287	72,072
Provincial and Local Balances	—	42,447	-7,348	35,101	—	3,106	20,714	23,820
TOTAL	-297,970	1,073,196	165,567	940,793	-916,329	1,079,941	182,742	846,654
Surplus	1,713,017	-39,202	39,302	1,713,017	2,408,079	-25,096	25,088	2,408,079

FINANCE.

Central Provinces.

CENTRAL PROVINCES.

NET REVENUE.	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - -	302,850	213,382	— 30,149	485,883	421,583	100,502	— 33,475	488,610
Salt - - - - -	30,375	—	—	30,375	62,231	—	—	62,231
Stamps - - - - -	66,357	66,257	—	132,614	71,514	71,514	—	143,028
Excise - - - - -	122,739	122,730	—	245,469	126,285	126,287	—	252,572
Provincial Rates - - -	—	16,892	62,705	79,597	—	16,664	56,637	73,301
Forest - - - - -	29,611	29,610	—	59,221	22,956	22,956	—	45,912
Other Heads - - - - -	34,233	11,845	— 30	46,038	60,255	12,205	— 70	72,460
TOTAL - - - -	585,845	460,716	32,528	1,079,087	763,824	349,137	23,152	1,136,103
NET EXPENDITURE:								
General Administration - -	5,848	33,577	3,084	42,459	6,310	36,153	3,173	45,636
Law and Justice - - - -	—	73,327	—	73,327	—	80,574	—	80,574
Police - - - - -	267	125,651	— 6,567	117,551	440	128,419	— 9,191	119,674
Education - - - - -	—	29,431	16,863	46,294	—	33,284	— 19,332	52,688
Railway Revenue Account - -	— 6,136	— 11,423	—	— 17,559	— 14,575	— 6,102	—	— 22,677
Buildings and Roads - - -	17,777	121,362	11,778	150,917	16,256	131,207	14,120	161,583
Other Heads - - - - -	32,069	65,056	— 692	96,432	26,398	62,289	506	89,193
Provincial and Local Balances -	—	22,080	11,061	33,141	—	— 115,658	— 3,881	— 119,537
TOTAL - - - -	49,825	459,760	33,482	543,067	34,765	348,170	24,109	407,044
Surplus - - - -	536,020	936	— 956	536,020	729,059	957	— 957	729,059

Burma.

BURMA.

NET REVENUE.	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue - - - - -	507,589	346,527	280	854,396	848,375	388,273	375	1,237,023
Stamps - - - - -	45,727	45,727	—	91,454	46,533	43,281	—	89,814
Excise - - - - -	102,724	102,219	1,387	206,330	128,285	121,580	1,254	251,119
Provincial Rates - - - -	—	—	67,924	67,924	—	—	97,728	97,728
Customs - - - - -	408,558	149,535	—	558,093	422,683	141,408	—	564,091
Forest - - - - -	46,355	41,356	—	87,711	66,394	46,405	—	103,399
Other Heads - - - - -	20,653	1,153	— 384	21,422	39,902	1,823	— 309	41,416
TOTAL - - - -	1,141,006	686,622	69,207	1,897,335	1,542,772	742,770	99,048	2,384,590
NET EXPENDITURE:								
General Administration - -	8,953	40,625	1,453	50,931	35,457	41,021	1,358	77,836
Law and Justice - - - -	— 1,153	133,423	—	132,270	20,479	150,994	—	177,473
Police - - - - -	6,669	200,001	30,058	236,728	248,636	252,644	33,103	629,483
Education - - - - -	—	32,895	9,902	42,797	110	32,743	13,724	47,577
Railway Revenue Account - -	87	52,154	—	52,241	— 87	— 9,029	—	— 9,116
Irrigation - - - - -	—	33,036	3,091	36,127	13,820	16,992	3,591	34,403
Buildings and Roads - - -	46,900	125,394	28,706	200,999	273,879	118,609	14,248	406,736
Other Heads - - - - -	— 1,357	70,688	3,428	72,759	44,107	68,825	6,744	119,676
Local Balances - - - - -	—	—	— 11,935	— 11,935	—	71,743	23,985	95,728
TOTAL - - - -	60,089	689,028	66,703	815,818	727,301	746,086	36,753	1,579,119
Surplus - - - -	1,081,517	— 2,504	2,504	1,081,517	805,471	— 2,295	2,295	806,471

Madras.

MADRAS.

NET REVENUE	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue	2,984,350	973,768	-204,598	3,753,516	2,986,021	900,083	-203,517	3,682,586
Salt	1,312,899	9,199	-	1,322,098	1,374,408	12,012	-	1,386,420
Stamps	286,974	286,974	-	573,948	282,891	282,891	-	565,782
Excise	423,827	423,827	-	847,654	446,287	446,288	-	892,575
Provincial Rates	-	-	681,984	681,984	-	-	649,699	649,699
Customs	91,106	-14,276	-	76,830	123,102	-14,981	-	108,121
Assessed Taxes	21,362	21,340	-	42,702	126,839	21,340	-	148,179
Tributes from Native States	344,643	-	-	344,643	344,643	-	-	344,643
Assignments and Compensation	-117,316	-	-	-117,316	-114,315	-	-	-114,315
Other Heads	2,800	84,979	-1,511	36,068	-8,122	15,145	-1,624	5,399
TOTAL	5,350,445	1,735,736	475,875	7,562,036	5,461,764	1,662,777		7,669,083
NET EXPENDITURE :								
Post Office	63,990	10,666	-	53,324	73,518	10,636	-	84,154
General Administration	80,691	106,700	10,645	198,036	100,304	14,882	-	115,186
Law and Justice	-	416,321	-	416,321	-	425,534	-	425,534
Police	2,778	347,270	-	350,048	2,647	356,512	-	359,159
Education	-	112,163	58,131	170,294	-	110,252	52,668	162,914
Medical	-	107,375	49,268	156,643	-	100,662	49,186	149,848
Territorial and Political Pensions.	100,629	-	-	100,629	109,764	-	-	109,764
Civil Superannuation	206,936	92,320	669	300,545	27,509	26,289	474	28,272
Stationery and Printing	26,097	65,980	-	92,077	27,487	68,384	-	95,871
Construction of Protective Works.	373,320	-	-	373,320	38,514	-	-	38,514
Irrigation	-51,666	56,304	-	4,638	-81,324	24,834	-	-56,490
Buildings and Roads	46,499	198,316	303,729	550,544	58,662	226,988	280,418	566,068
Army	3,170,240	-	-	3,170,240	4,019,526	-	-	4,019,526
Other Heads	127,139	70,659	-8,258	189,540	35,851	48,659	-8,034	76,476
Provincial and Local Balances	-	146,692	66,082	212,774	-	73,689	66,873	140,562
TOTAL	3,070,729	1,731,345	480,266	5,282,340	4,187,908	1,662,682	464,645	6,255,235
Surplus	1,379,729	4,391	-4,391	1,379,722	1,334,551	10,094	-10,094	1,324,551

66 STATEMENT EXHIBITING THE MORAL AND MATERIAL

FINANCE.

Bombay.

BOMBAY.

NET REVENUE	1885-86.				1886-87.			
	Imperial.	Provincial.	Local.	TOTAL.	Imperial.	Provincial.	Local.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Land Revenue	1,287,879	2,214,692	11,024	3,513,595	1,484,380	2,081,808	12,709	3,578,897
Opium	2,449,161	—	—	2,449,161	2,684,298	—	—	2,684,298
Salt	1,772,237	—88,133	—	1,684,049	1,474,864	92,563	—	1,567,427
Stamps	211,523	211,521	—	423,044	229,686	228,686	—	458,372
Excise	437,196	437,196	—	874,392	450,818	450,818	—	901,636
Provincial Rates	—	3	261,312	261,315	—	—	262,430	262,430
Customs	200,186	—42,728	—	157,458	218,411	—44,279	—	174,132
Assessed Taxes	61,825	61,823	—	123,648	245,714	61,823	—	307,537
Forest	76,838	76,837	—	153,675	54,134	54,135	—	108,269
Registration	4,396	4,395	—	8,791	4,240	4,240	—	8,480
from Native States	85,675	—	—	85,675	88,464	—	—	88,464
Refunds and Disbursements	—43,079	—30,236	—	—73,315	—36,040	—28,275	—474	—64,789
Assignments and Compensations	—	—811,970	—	—811,970	—77,710	—872,473	—	—950,183
TOTAL	6,484,851	2,384,245	262,336	8,730,432	6,719,707	1,798,415	374,668	8,787,840
NET EXPENDITURE:								
Interest	—	—5,373	689	—4,684	—128,784	—5,320	555	—134,379
and	—107,458	—	—	—107,458	—41,627	—	—	—41,627
General Administration	45,722	127,588	—	173,310	42,586	128,757	—	171,343
Law and Justice	—	457,234	—	457,234	—	449,118	—	449,118
Police	3,685	418,084	78	421,847	5,236	465,556	5,191	475,983
Education	—	105,403	91,358	196,761	—	131,110	97,216	228,326
Medical	—	121,390	14,989	136,379	—	115,994	14,623	130,617
Political	80,478	—	—	80,478	90,250	—	—	90,250
Territorial and Political Pensions	87,838	—	—	87,838	79,680	—	—	79,680
Civil Superannuation	—26,737	108,047	3	81,313	—22,164	112,359	35	90,230
Stationery and Printing	4,313	51,864	1,072	57,249	7,632	49,315	674	57,621
Construction of Protective Works	79,522	—	—	79,522	41,210	—	—	41,210
Railway Revenue Account	—35,184	1,018	—	—34,166	—46,791	1,676	—	—45,115
Irrigation	90,139	—	—	90,139	89,915	—	—	89,915
Buildings and Roads	170,639	230,108	144,166	544,913	153,649	403,502	164,729	721,880
Army	2,644,239	—	—	2,644,239	2,289,772	—	—	2,289,772
Special Defence Works	—	—	—	—	75,729	—	—	75,729
Other Heads	—4,585	58,335	8,491	62,241	—21,146	63,043	—3,072	38,825
Provincial and Local Balances	—	291,976	67,580	359,556	—	—161,369	39,954	—121,415
TOTAL	2,941,401	1,966,572	339,009	5,236,982	2,615,108	1,736,119	329,954	4,681,181
Surplus	3,493,450	66,873	—66,673	3,493,450	4,104,659	55,296	—55,296	4,104,659

CAPITAL OUTLAY ON PUBLIC WORKS.

The total capital outlay on railways and irrigation works, the expenditure in England being converted into Indian currency at the average rate obtained for the Secretary of State's bills during the year, was as follows :—

	1885-86.	1886-87.	Increase.	Decrease.
	Rx.	Rx.	Rx.	Rx.
Amount supplied by borrowing or from the Cash Balances, without being charged against the Revenue of the Year:				
State Railways - - - - -	4,712,628	5,123,105	410,277	—
Irrigation Works - - - - -	562,536	547,379	—	15,157
TOTAL - - -	5,275,364	5,670,484	395,120	—
Amount defrayed from Revenue:				
Protective Railways - - - - -	589,000	200,000		
Other Railways - - - - -	632,055	183,077	—	916,806
Protective Irrigation Works - - - - -	186,807	107,979		
TOTAL Direct Outlay by the State - - -	6,683,226	6,161,540	—	521,686
In addition to this, the outlay by companies guaranteed or subsidised by the Government was - - - - -	3,556,119	4,255,754	699,635	—
So that the TOTAL Outlay was - - -	10,239,345	10,417,294	177,949	—

DEBT.

The following sums were raised by borrowing in 1885-86 and 1886-87 respectively :—

	1885-86.	1886-87.	Increase.
In India - - - - Rx.	—480,002	16,566	406,568
In England - - - - £.	2,978,786	4,796,426	1,817,640

In both years the usual loan for public works was raised in England. In 1886-87 a loan of Rx. 1,200,000 was also raised in India, to provide money for the construction of the docks at Calcutta and Bombay. The Transfer Loan of 1854, amounting to Rx. 1,145,340, was discharged in 1886-87, nearly the whole being held in England; but the payments were brought to account in India, as the loan was recorded on the Indian register.

The debt was further increased to the following extent, in redemption of liabilities, no money being raised or paid :—

Stock Issued.	Liabilities Redeemed.	1885-86.	1886-87.
India 3½ per Cent. Stock -	East Indian Railway Annuity - -	£. 544,991	£. 2,925
" " -	Eastern Bengal Railway Annuity -	541,054	—
" " -	Scinde, Punjab, and Delhi Railway Annuity - - - - -	—	4,911,621
	TOTAL - - - - £.	1,086,045	4,914,546

68 STATEMENT EXHIBITING THE MORAL AND MATERIAL

FINANCE.

SAVINGS BANKS AND OTHER OBLIGATIONS.

The following table shows the amount received and paid on account of savings banks, loans to municipalities, and other obligations in India :—

	1885-86.	1886-87.
	Rx.	Rx.
Savings Banks (net deposits) - - - - -	394,114	720,815
Loans to Municipalities, Native States, &c. (net repayments) -	102,720	82,826
Treasury Notes belonging to Service Funds, cancelled on the transfer of the Funds to Government - - - - -	-2,825,662	—
Other Obligations - - - - -	-833,912	53,261
TOTAL - - -	-3,162,740	856,902

CASH BALANCES.

The cash balances were increased to the following extent by the transactions of the year :—

Increase.	1885-86.	1886-87.
In India - - - - - Rx.	213,940	441,307
In England - - - - - £.	2,477,207	554,244

COINAGE AND PAPER CURRENCY.

The value of the coinage at the Mints of Calcutta and Bombay was :—

	CALCUTTA.		BOMBAY.		TOTAL.	
	1885-86.	1886-87.	1885-86.	1886-87.	1885-86.	1886-87.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Gold - - -	22,586	—	—	—	22,586	—
Silver - - -	3,469,732	1,074,572	6,815,835	3,541,965	10,285,567	4,616,537
Copper - - -	81,361	91,395	—	25,783	81,361	117,128
TOTAL - - -	3,573,679	1,165,967	6,815,835	3,567,698	10,389,514	4,733,665

The receipts and expenditure of the Indian Mints were as follow :—

	1885-86.	1886-87.
	Rx.	Rx.
Receipts - - - - -	224,800	180,428
Expenditure - - - - -	117,506	80,506
Net Receipts - - -	117,294	99,922

The average amount of currency notes in circulation, which had increased by Rx. 169,476 in 1885-86, was reduced by Rx. 509,108 in 1886-87. On the 31st of March 1887 the amount of notes in circulation was Rx. 13,876,836; and the reserve was, in silver coin, Rx. 7,172,245, in silver bullion, Rx. 705,341, and in Government securities, Rx. 5,999,250.

OPIUM.

Opium is the most important source of revenue after the land. In 1842-3 it contributed Rx. 2,090,000 or 9.20 per cent. of a total gross revenue of Rx. 22,600,000. Ten years later the amount exceeded Rx. 5,000,000, and the proportion to the total revenue was more than 18 per cent. In 1880-81 the opium contribution was Rx. 10,480,000; the proportion, however, to the general revenue was only 14.1 per cent., the latter having trebled in the same time. In 1886-87 the opium revenue was Rx. 8,940,000, or 11.56 per cent. of a total revenue of Rx. 77,337,000.

OPIUM.

This revenue was realised by the sale of:—

- (1.) 54,750 chests (a chest is 140 pounds) of provision or export opium, sold by auction at Calcutta, at an average of Rx. 112 per chest.
- (2.) 553,130 pounds of Abkari, or excise opium, issued to the excise department at Rs. 3. 4 a. per pound, for home consumption.
- (3.) 39,745½ chests of opium, grown in the native states of Central India, Rajputana and Baroda, which paid a duty of Rx. 65 per chest on entering British territory, for export from Bombay.

The quantity actually exported from India was 95,838½ chests, of which 83,124½ went to China, in about equal proportions from Calcutta and Bombay, 11,396 chests of Bengal opium went to the Straits Settlements, where there is a large Chinese population, and 1,318 went to other countries.

The cultivation of the poppy and the manufacture of opium in Bengal are Government monopolies. Though the poppy grows freely in most parts of India, its cultivation in British territory is confined to a tract in the Ganges valley, 600 by 200 miles in extent, and is strictly prohibited elsewhere. The opium is prepared at the Government agencies at Patna and Ghazipur. The "provision" opium, or that which is intended for export, is then sent to Calcutta, where it is sold by auction at monthly sales. To prevent speculation and to steady prices, the quantity to be sold during the year is duly notified in the previous year. A sufficient reserve is retained to supply the deficiencies of bad seasons. The average price per chest fluctuates. In 1861 it was as high as Rx. 185; in 1881 it was Rx. 136. Since that year it has steadily fallen, and in 1886-87 was only Rx. 112. This depreciation of export opium is one of the indications of the great falling off in the China opium trade, and the evidence contained in the consular reports from that country leads to the belief that the loss to the Indian revenues will continue. The cultivation of the poppy in China has increased enormously, and the quality of the drug has, at the same time, improved. The foreign drug which has been, and still is, though to a lesser degree, preferred on account of its superiority, has become dearer under the operation of the opium clauses of the Chefoo Convention, with the result that the opium of the country is coming into more general use. Formerly foreign opium paid an import duty of 30 taels Rs. 95 per chest, and was subject to internal or "likin" taxation, which was, however, frequently evaded. Under the convention of 1881, the likin is commuted and paid along with the import duty in one sum of 110 taels per chest, and there is no escaping the impost. The country-grown opium, which, though subject to likin, generally evades payment of it, and is moreover cultivated and prepared at less cost, has therefore a distinct advantage over the carefully prepared and heavily taxed foreign drug.

The Bombay opium revenue represents the duty paid on opium exported from the native states already mentioned. The cost of collecting this duty is insignificant, whereas it will be seen from the statement given below, that the cost attending the growth and manufacture of Bengal opium, amounts to about one-third of the gross proceeds.

OPIUM.

OPIUM RECEIPTS and EXPENDITURE in 1885-86 and 1886-87.

REVENUE.	1885-86.	1886-87.
Bengal Opium :	<i>Rx.</i>	<i>Rx.</i>
Calcutta Sales - - - - -	6,296,014	6,146,978
Miscellaneous - - - - -	6,545	10,243
Excise, India General - - - - -	185	219
Bengal - - - - -	53,844	55,184
Assam - - - - -	41,946	41,960
N. W. Provinces and Oudh - - - - -	42,521	43,732
Punjab - - - - -	-	3,161
Central Provinces - - - - -	21,933	21,470
Burma - - - - -	27,631	33,273
Total Bengal Opium - <i>Rx.</i>	6,490,619	6,356,220
Bombay Opium :		
Duty - - - - -	2,449,005	2,583,457
Miscellaneous - - - - -	2,891	3,299
Total Bombay Opium - - - - -	2,451,896	2,586,756
Total Opium Revenue - - - - -	8,942,515	8,942,976
EXPENDITURE.		
Bengal Opium - - - - -	3,054,939	2,726,605
Bombay „ - - - - -	2,735	2,458
Total Opium Charges - - - - -	3,057,674	2,729,063
Net Opium Revenue :		
Bengal - - - - -	3,435,680	3,529,615
Bombay - - - - -	2,449,161	2,584,298
<i>Rx.</i>	5,884,841	6,213,913

Bengal.

With a considerable stock of opium in hand at the beginning of the year, there was no necessity for increasing the area under cultivation in Bengal, and the agents were accordingly instructed to refrain from doing so. The actual cultivation, 562,000 acres, was 5.5 per cent. less; and the produce, amounting to 107,577 maunds, at 70 per cent. consistence, was 11.5 per cent. less than in 1885-86. The number of chests manufactured was 61,912, a decrease of 8.7 per cent. A total of 54,750 were sold at Calcutta, realising Rx. 6,146,978, or an average of Rx. 112 per chest, and the remainder was transferred to the Abkari Department for home consumption, or was added to the opium reserve, which, on the 31st December 1887, was 36,704 chests. There were 1,134 prosecutions under the opium laws, a decrease of 131 cases compared with 1885-86, and of 794 compared with 1884-85. The improvement was mainly in the Behar agency, and was the result of the new rules introduced to prevent malicious or frivolous prosecutions. It is impossible entirely to prevent the licensed cultivators, who in 1886-87 numbered nearly a million and-a-half, from keeping back some of the produce for domestic use or illicit sale, and the practice is said to be more prevalent near great towns. The question of restricting cultivation in such areas is therefore under consideration. This restriction has been already for some time applied to the outskirts of Lucknow, with the result that in 10 years the consumption of licit opium has increased over 200 per cent.

Poppy

Poppy cultivation is advantageous to the petty cultivators, who can give their full attention to it, and to whom the ready money advance provides the means for paying their rent to the landlord. OPIMUM.

The quantity of licit opium consumed in British districts in the Bombay Presidency, 150,657 pounds, was six times the quantity of 10 years before, and somewhat larger than in 1885-86. But this increase does not really betoken a corresponding increase in the quantity actually consumed. Up to about 1877-78, opium was grown almost anywhere in Guzerat and Palanpur, it was freely smuggled into Kattiawar, and it entered Bombay territory by almost any route from Rajputana and Central India. Now opium production is prohibited everywhere except in the Baroda State, and opium cannot lawfully enter the Presidency except by railway. The result of these arrangements, which were introduced by Sir R. Temple, has been to draw a much larger revenue from what is possibly or even probably a smaller consumption of opium. Compared with 17 prosecutions for illegal cultivation in 1885-86, there were only two in 1886-87; but smuggling is hard to put down, and there were as many as 500 seizures of contraband opium during the year. Bombay.

SALT.

The total consumption of salt in British India in 1885-86 was 32,797,679 maunds,* with an addition of perhaps, 371,000 maunds, for the salt consumed in Burma, which is manufactured in the province, and pays an excise duty. These figures represent an increase in ten years of 22 per cent. in the consumption. The duty on salt all over India, Burma excepted, whether taken in the shape of customs, or of excise, was in 1886-87, Rs. 2 per maund. Salt is imported into Bengal, is manufactured by solar evaporation in Madras, Bombay, and Rajputana, or extracted as rock salt from the mines of the Punjab. The importation of salt into Bengal commenced in 1819, but was inconsiderable until the year 1835-36. Government manufacture ceased in 1873-74, and since that date the whole of Bengal, with the exception of Orissa, has been supplied by imported salt, the main part of which comes from Liverpool; the other sources of supply being France, Ceylon, Jeddah, Muscat, Italy, Hamburg, Bombay, and Karachi. SALT.
Bengal

The stock at the commencement of the year was 982,909 maunds; 10,379,688 maunds were imported during the year, and 66,483 maunds were manufactured, the total coming to 10,446,171 maunds or 373,102 tons. Duty was paid on 10,363,360 maunds (including 530,403 maunds, which paid duty in Bombay). The stock remaining at the close of the year was 1,014,539 maunds.

Compared with 1885-86, there was an increase of 5.1 per cent. in the net receipts, and of 15.9 per cent. in the quantity imported. The manufactured salt, which is confined to Orissa, was 85 per cent. less than in 1885-86, the reason of the falling-off being the transfer to Madras of the salt administration of a portion of that district. This change put a stop to the illicit practices of the borders who consequently refused, most of them, to manufacture salt, and resigned their licenses.

Of the imports, 67.5 per cent. came from England; 12.17 per cent. from Italy; 8.43 per cent. from the Arabian and Persian Gulfs; 6.2 from Germany; 5.1 from Bombay, and trifling quantities from Madras, Cape Town, and Akyab. The large increase of imports, was due to a great increase in the direct trade with Germany and to low freights. An enterprising Aden firm started the manufacture of salt at that port for the supply of the Indian market. This promises to be successful on account of the proximity of the station to India, and from the fact that Aden is a coaling station, and ships that have brought coal thither accept freights for the rest of the voyage to India at low rates. Of the salt imported, 9,085,532 maunds were passed into the interior, 4,217,233 maunds by river, and 4,868,299 by rail. Imports were confined to Calcutta (96.62 per cent.) and Chittagong (3.38 per cent.).

SALT

* A maund is about 82 lbs.

SALT.

SALT REVENUE.

	Sales of Government Salt.	Excise on Salt Manufactured Locally.	Duty on Salt Imported from England.	Duty on other Imported Salt, Seaborne.	Duty levied by the Inland Customs Department.	Miscellaneous Receipts.	TOTAL Receipts.	TOTAL Charges.	Net Revenue.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
India, General - - -	172,630	9,619	-	-	1,371,012	42,656	1,896,326	* 145,314	1,450,412
Central Provinces - - -	62,231	-	-	-	-	-	62,231	-	62,231
Lower Burma - - -	-	3,249	29,607	-	-	-	32,756	248	32,508
Bengal - - - - -	-	-	1,435,476	513,034	-	10,312	1,958,722	1,122	1,957,600
Madras - - - - -	427,635	985,135	241	-	-	12,011	1,425,022	133,602	1,291,420
Bombay - - - - -	61,191	1,516,552	411	358	1,130	3,636	1,593,187	200,866	1,392,301
TOTAL 1886-87 - - -	723,696	2,514,456	1,465,636	513,392	1,372,151	68,316	6,657,644	489,172	6,171,472
" 1885-86 - - -	1,158,653	2,361,047	1,511,882	309,319	954,834	49,793	6,345,126	401,618	5,943,508

* Including 10 l. for charges in England and Exchange thereon.

Northern India
Salt.

The receipts of the year were 44·5 per cent. higher than those of 1885-6, and only about 2½ lacs less than in 1884-5, which was an exceptionally favourable year. This improvement was in the main due to the revival of manufacture and to larger sales of salt at Sambhar Lake, where, in the previous year, sales had to be suspended in consequence of bad seasons and floods. To prevent the exhaustion of stocks it was found necessary in that year to invite trade from other places by raising the price at Sambhar from four to eight annas per maund. The deficiency from this source was supplied by Baragora salt from Bombay, thanks to the facilities of the railway system. The increased price was not maintained in 1886-7, and trade returned to its normal condition. The improvement in the receipts was due also in part to the completion of a local railway line, coupled with the lowering of railway rates of freight on rock salt, which greatly increased the demand on the Punjab mines.

The apportionment of the gross receipts among the different sources of supply is given in the following statement :—

GROSS RECEIPTS.

	1885-86.	1886-87.
	Lacs of Rupees.	Lacs of Rupees.
Punjab Mines - - -	36·28	38·21
Kohat or Trans-Indus - - -	2·06	2·22
Mandi Mines - - -	·31*	·31*
Delhi (or Sultanpore sources) - - -	6·68	7·65
Sambhar Lake - - -	40·68	89·03
Didwana - - -	13·35	10·89
Pachbadra - - -	7·58	7·15
Palodi - - -	·30	·18
Internal Branch - - -	1·50	1·49
TOTAL - - -	108·74	157·13

The charges amounted to Rx. 146,269, and the net result therefore was a profit of Rx. 1,425,172.

The consumption of salt manufactured by the department was from 5,772,000 maunds to 7,866,564 maunds, or 36 per cent., full duty being paid on 6,895,321 maunds, and the remainder issued to native states, either duty free under treaties or at special rates.

The payments to native states under treaties amounted to Rx. 278,550.

Wholesale

* These figures represent only the Government profits; the greater portion of the receipts being the share of the Native State of Mandi.

Wholesale prices in February 1887 ranged from Rs. 2. 8. 0. at Jhelum to SALT. Rs. 4. 1. 8. per maund at Saugor, and were generally lower than in 1886, the price, of course, increasing with the distance from the source of supply. In Behar and the North West Provinces and Oudh prices fell to the normal level. In Punjab and in the Central Provinces, which draw their supply from Bombay, they were steady.

In Burma there was a falling off in both the amount imported, which pays Burma. customs duty at the rate of 3 annas a maund, and in the local manufacture, which pays excise. A larger proportion was sent to Upper Burma, and still more would have gone but for the disturbed state of the country and the want of carriage. The demand for salt for curing fish was not great, and in spite of the efforts of Government to encourage that industry it does not appear to thrive.

Up to 1878 salt had for many years been a Government monopoly on the Madras. Madras coast. Salt was made in pans by very poor people, and sold to Government, who sold it to the trade and to consumers at a fixed price of 3 annas per maund, plus the duty for the time being. About 1874 the president of the Cheshire Salt Board visited India, and made strong representations against the Government monopoly, urging that free manufacture, under a good excise system, would supply better and cheaper salt to consumers. A commission was appointed to consider the matter in Madras, and they recommended that licensed manufacture under an approved excise system should gradually be substituted for the Government monopoly. The Government of India agreed, stipulating, however, that a sufficient number of Government factories should be maintained, side by side with the excise factories, for the regulation of the quality, the supply, and the price of salt. Salt manufacture on the Madras coast is conducted by solar evaporation, instead of by artificial boiling, as in Burma and Orissa. The outturn, therefore, is liable to be much affected by bad seasons, and under the Government monopoly system a year's supply of salt was generally kept in stock to guard against failure.

The excise system was first introduced on the west coast (Malabar and Canara), and the Goa factories were closed. But the private factories produced a bad salt at a high price; they could not, however, make it pay, and they withdrew from the business. Government factories were not reopened, as good and cheap salt came in large quantities from the Portuguese coast, near Goa. The industry was lost to the Malabar coast; but perhaps the loss was not much felt in those three rich, prosperous districts. The excise system was next introduced into the Tuticorin subdivision of the Tinnevely districts. It answered there very well; superior salt was produced and sold in quantity at prices not exceeding 3 annas a maund. The excise system was then (1883-4) extended to other districts. Reports showed that the change wrought more harm than good to the consumer. Still the change to the excise system was extended to the remaining districts, although it was reported that the selling price of ex-duty salt ruled higher than before. The result of these changes was that by 1887 about 87 per cent. of the salt consumed in Madras was manufactured on the excise system. The selling price ex-duty averaged over 6 annas a maund, and sometimes reached as high as 14 annas. No stocks were maintained to provide against bad seasons. Steps are now being taken to re-establish Government factories in order to keep down the price of this prime necessity of life, and to secure that adequate stocks of salt are maintained.

The actual figures for the year show that 40 factories were worked on the Excise system against 31 in 1885-86, and that six continued to be worked on the monopoly system. The quantity of salt manufactured and stored during the year was 502,589 maunds under the monopoly, and 4,306,549 under the Excise system, the total, 4,809,138 maunds, being 15.92 per cent. less than in 1885-86, and 36.55 per cent. less than in 1884-85; 1,095,386 maunds were imported. The falling off in the outturn of Government salt (68.54 per cent.), was due, of course, to the extension of the Excise system. The net decrease is attributable to the unfavourable season, and to the entire cessation of manufacture at some factories at which the stocks were large. The slight increase (4.47 per cent.)

SALT.

in the out-turn of Excise salt was much smaller than might have been expected with the increase in the number of factories. Though the season was unfavourable, the prices were not unduly high in the neighbourhood of monopoly factories, but in four out of the seven east coast divisions, where there was no such competition, the maximum wholesale price, exclusive of duty, ranged from 12 annas to a rupee, and the average throughout was 5 annas 7 pice, compared with the monopoly price of 3 annas ex-duty. Home consumption amounted to 6,573,835 maunds; 1,127,904 maunds were sent inland; 59,426 were supplied to the French Government; Stocks were reduced from 5,231,371 to 2,903,856 maunds.

Bombay.

There are five sources of salt supply in the Bombay Presidency; (1.) Government works in the Runn of Kutch, where Baragora or large crystal salt is manufactured from brine wells. About one-fourth of the whole supply comes from this source, and is exported to North Guzerat, the Central Provinces, Central India, Rajputana and Malwa, a little going to the North Western Provinces; (2.) Government works near Bulsur where sea salt is manufactured under yearly licenses; (3.) Seaside works in Thana, Bombay, Alibag, Ratnagiri, and Kanara collectorates, where salt is manufactured by proprietors and licensees. These works numbering 420, of which 20 are Government property, supply local consumption, and export to the Nizam's territory, the Central Provinces and Berar, Bengal and the Malabar coast. The out-turn is about 67 per cent. of the total production; (4.) Works in Portuguese territory, 249 in number, 83 of which are worked on account of the British Government, 47 on account of the Portuguese Government, and 119 by proprietors working on the excise system. The salt thus produced is about 4 per cent. of the total production of the Presidency, and the markets for it, outside Portuguese territory are the Malabar coast, the surrounding British districts, and the Native States of Savantvadi; (5.) Importation from abroad which is, however, trifling in amount.

It would be unfair, in reviewing the operations of the year to compare 1886-87 with 1885-86, because in the latter year there was quite an exceptional export of Baragora salt to meet the demand in Northern and Central India, caused by the failure of the Sambhar lake source of supply. The following statement therefore gives also the figures of 1884-85, for the purposes of comparison, and it will be seen that, though the consumption of 1886-87 was 7.24 per cent. less than that of the year preceding, it was 17.6 per cent. greater than in 1884-85, the demand for Baragora salt to supply the deficiencies of the Sambhar source having been more or less maintained until, in order to avert the complete exhaustion of stocks which was approaching, issues were at last confined to the Presidency proper.

	Duty.	Consumption in 000's of Maunds.		
		Full Duty.	Reduced Duty, or Free.	TOTAL.
	Rx.			
1884-85 - - - -	1,424,100	6,725	537	7,312
1885-86 - - - -	1,841,700	8,642	630	9,272
1886-87 - - - -	1,621,100	7,940	661	8,601

At the Government works in the Runn (Kharagoda), the salt is supplied at the uniform ex-duty rate of 1 anna 3 pice per maund, with a royalty added of 9 pice for salt consumed within the Province, and 3 pice for salt exported. In the Konkan, North Canara, and Goa, the average price at the works (ex-duty), was 2 annas 9 pice per maund. In Goa itself, the price was three or four times as high, and one effect of the completion of the Southern Mahratta and West of India Portuguese Railway

Railway will be to bring better and cheaper salt from the north within SALT. reach of places now supplied by Goa.

Omitting Portuguese India, the consumption in the Bombay Presidency was 10·54 pounds per head against 10·82 in 1885-86. In Gujarat, where facilities for smuggling exist, the consumption fell from 10·26 to 9·92 pounds. The wholesale market price in August, which is the dearest month, averaged Rs. 3. 2 a. (highest Dharwar Rs. 4. 1 a. 8 p.; lowest Ahmedabad Rs. 2. 5 a. 4 p.)

In Sind the licit consumption is not much more than 8 pounds per head; Sind. but this is no evidence of the real consumption, as very great facilities exist for illicit manufacture from earth salt. In the circumstances, it is satisfactory to learn that the sales of the locally manufactured article increase steadily, and that the net revenue Rx. 45,851 has quadrupled in 8 years. The sources of supply are the Moath Salt Works near Karachi, the Saran, and Dilyar salt deposits, and the Sukkur depôt. ~~Rock~~ salt is imported from the Punjab, and a little comes by sea.

The price of salt was Rs. 2. 10 a. at the Sukkur depôt, with 6 annas added for Punjab salt, and Rs. 2. 1 a. 6 p. at the other bases. The wholesale price was Rs. 2. 15 a., and the retail price Rs. 3. 3 a. 1 p. per maund, these figures being rather lower than in 1885-86.

At the one existing salting station, 2,006 maunds weight of fish were cured; an increase of 23·45 per cent. compared with 1885-86. The curing yards, however, are not successful financially, the only people who benefit by them being those to whom the fishermen, who receive but a bare subsistence for the entire fruits of their labour, are indebted. The whole of the fish is exported.

STAMPS.

The following are details of the stamp revenue given in the Finance and STAMPS. Revenue Accounts for 1886-87 :—

	India, General.	Bengal.	Assam.	North Western Provinces and Oudh.	Punjab.	Central Provinces.	Burma.	Madras.	Bombay.	TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Sale of Court Fee Stamps	22,362	999,217	53,988	463,627	235,462	103,852	58,079	362,986	271,068	2,591,241
Sale of Commercial and other Stamps.	19,373	334,279	19,810	150,647	113,167	42,904	29,307	212,171	168,971	1,090,338
Fines and Penalties	161	2,931	235	1,446	886	388	536	4,409	1,288	12,296
Miscellaneous	158	9,891	124	1,128	1,956	66	199	2,502	37,990	54,011
Upper Burma Revenue	-	-	-	-	-	-	3,395	-	-	3,395
TOTAL	Rx. 42,054	1,346,318	74,216	636,540	351,440	146,907	92,116	582,088	479,315	3,751,280
1886-86	Rx. 39,600	1,326,806	78,272	621,798	333,907	137,924	93,756	589,950	443,081	3,603,174

The stamp revenue is interesting as a measure of the prosperity of the people. In good seasons the creditor calls in his debts and litigation is stimulated; in bad seasons the cultivator borrows a fresh loan or renews an old one. The prosecution of public works, and all that goes to promote commercial and general progress, is reflected in the fluctuations of this branch of the revenue, and affords a valuable indication of the varying social condition of the people.

The stamp duties are levied under the Indian Acts, No. 1 of 1879 (the Stamp Act), and No. VII. of 1870 (the Court Fees Act). In the first case, they are a tax on such commercial transactions as involve bonds, deeds of conveyance, cheques, receipts, and the like. In the other case, in the form of court fees, they are a tax on litigation and criminal law proceedings.

STAMPS.

The receipts in 1886-87 were 15 per cent. larger than in 1880-81; a portion of this increase, however, is not new revenue, but arises from the extension of the system of levying fees by stamps to some small items which had hitherto been paid in cash.

India.

The improvement under the head "India" was mainly due to larger sales of stamps in the newly-settled districts of Baluchistan.

Bengal.

The gross collections in Bengal show a net increase of 77 per cent. over those of 1871-72, and of 11·8 over those of 1881-82. Compared with 1885-86 there was a falling off in the sale of non-judicial, and a large increase in that of judicial stamps. In Calcutta, where the receipts amounted to one-seventh of the total realisations, the incidence of stamp revenue was Rs. 4·25 per head, but this, of course, was far ahead of the average. In Hooghly, which is second on the list, the incidence is only 4 of a rupee per head; in Dacca it is 3, and in Patna 18; in Singbhoom as low as 02 of a rupee.

Among many causes of the diminution of the revenue from one class of non-judicial stamps (impressed sheets) may be mentioned the unsettling effect of the Bengal Tenancy Act in Jessore. The increased expense of registration of transfers of permanent tenures under Section 12 of that Act, and the almost universal refusal of landlords to accept the notices and fees, led to petty transactions passing without the interchange of formal documents. In Bankoora and elsewhere the fall in the price of rice, and the more free resort to the provisions of the Land Improvement and Agriculturists Loans Acts, reduced the number of transactions with private money lenders.

In some districts there was an increase in the sale of non-judicial stamps, especially of one-anna receipt stamps, the improvement in this case being mainly due to facilities for the purchase of the stamps through the Postal Department, and to greater vigilance on the part of local officers in enforcing the provisions of the law. Other reasons assigned for the increase are the gradual substitution of paper for palm-leaf receipts; the expansion of public works in one district; the construction of a railway in another; large payments of compensation for land taken up for Government purposes in a third.

In the list of causes assigned for the general increase in the sale of judicial stamps, we find that creditors in Maldah were led by the prosperous condition of the people to institute a larger number of suits than they found worth their while for the recovery of advances during the bad years; on the other hand, in Dinagepore the good harvest lessened the renewals of bonds and institution of suits.

Assam.

The falling off in Assam was chiefly in the Sylhet district, and is attributed to the impoverished condition of the people consequent on the floods and three bad years in succession.

North Western Provinces and Oudh.

The improved receipts in the North Western Provinces and Oudh, under "Court fee stamps," and commercial and other stamps, was due to the ordinary expansion of the revenue and to increased litigation.

Punjab.

In the Punjab there was a general improvement under all the heads, but an unfavourable agricultural season led to renewal of bonds from the ryots to the money lenders, followed by a special increase under court fee stamps.

Central Provinces.

In the Central Provinces larger receipts were the result of the failure of the bhlang crops, which led to renewal of bonds from the ryots. The progress of railway works also produced larger sales of receipt stamps.

Lower Burma.
Upper Burma.

The disturbed state of some of the districts in Lower Burma seriously interfered with business; and in Upper Burma, owing to unavoidable delay in establishing civil courts, the anticipated receipts were not realised.

The

The falling off in Madras from the exceptional amount of last year is not attributable to any special cause.

STAMPS.
Madras.

The improvement in Bombay was due partly to the extension of railway lines leading to numerous conveyances from the owners of lands to the railway authorities, and partly to the establishment of an additional court in the Kaira and Panch-Mahals districts, but more generally to the increasing prosperity of the people.

Bombay.

EXCISE.

It would not be possible, or altogether expedient, to prevent the use of intoxicating liquors in a country where the materials from which they are made are everywhere abundant and the methods of manufacture are of the simplest character. The Government, therefore, imposes a tax which is high enough to act as a check on consumption, but not so high as to drive the people to illicit manufacture.

EXCISE.

For the regulation of the manufacture and sale of country spirits several systems of excise are in operation. Under the farming system the privilege of manufacture and sale is let by tender or auction, the farmer, as a rule, subletting his rights in the rural districts and retaining them in the towns.

The outstill system, as applied to rural tracts, resembles the farming system, but instead of the farmer being left to make his own arrangements, the collector, guided by the experience of the revenue authorities, the police, and the trade, and by other information in his possession, fixes the sites of stills and shops, and the prices to be paid for them.

The contract still system is peculiar to the Central Provinces. A still of known capacity is set up at some central place for the supply of a definite area, and the licensed retail shopkeepers have the right to use it on payment of a fixed fee which operates as a duty proportioned to consumption.

The central distillery system, which is applied to large towns and populous districts, means that within a guarded Government inclosure licensees are free to set up stills; the duty they pay, in addition to their license, being proportioned to the strength of the spirits removed to the retail shops of the district. The retail shopkeeper, under this system, pays a monthly or annual fee, which is either fixed by the collector or determined by auction.

Under what is called the "free supply" system any fit person who applies for a license to manufacture and supply country spirits, is free to take out a license, and to compete with other manufacturers for the supply of the licensed retailers. The licensee pays a duty on all spirits removed for transport to the shops, and he undertakes to supply the shops at a fixed maximum rate per gallon. The monopoly of retail sale is disposed of annually by auction. Under this system, therefore, which came into operation in October 1884, the privileges of manufacture and sale of country spirits are separated, in accordance with the recommendation of the Madras Excise Commission of the same year.

The revenue from toddy is, in most parts of India, raised under the farming system. The toddy farms are, where it is possible, let separately, the object being to put it out of the power of the spirit contractors and shopkeepers to force the stronger drink on those who prefer the lighter; but in some parts of the Madras Presidency, where country spirit is made from toddy, it has not been possible to separate the toddy and the spirit farms, and they are consequently let together.

78 STATEMENT EXHIBITING THE MORAL AND MATERIAL

Excise.

The following statement, extracted from the Finance and Revenue Accounts, shows the remunerativeness of the various sources of excise taxation in the several administrations of India :—

	India, General (including England and Exchange).	Bengal.	Assam.	North West Provinces and Oudh.	Punjab.	Central Provinces.	Burma.	Madras.	Bombay.	TOTAL.
License and Distillery Fees, and Duties for the sale of Liquors and Drugs, viz. :	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
License Fees and Farmers' Rents.	20,842	594,863	26,706	204,236	42,392	81,631	72,321	* 848,218	155,942	2,047,851
Distillery Fees - - -	12	5,706	-	129	86	66,728	955	-	144,599	209,214
Stillhead Duty - - -	39,076	133,628	841	233,325	41,072	24,124	8,730	-	471,843	952,639
Duties levied on Drugs - -	10,504	120,400	25,514	86,216	16,812	† 52,143	52,381	4,920	32,516	409,538
TOTAL - - -	70,434	854,687	53,061	623,906	100,502	214,628	134,867	853,138	804,959	3,011,340
Duty on Opium consumed in India.	2,876	166,943	166,743	53,475	22,866	42,254	110,708	62,064	113,317	742,281
Average on Land cultivated with the Poppy.	-	-	-	-	2,982	-	-	-	-	3,938
Fines, Confiscations, Miscellaneous.	66	613	32	438	476	641	1,076	856	7,448	11,946
Upper Burma Revenue - -	-	-	-	-	-	-	6,725	-	-	6,725
TOTAL Revenue - - -	73,176	1,012,663	219,835	677,819	130,966	257,521	264,374	916,668	926,222	4,375,174
Charges - - -	1,517	37,781	452	11,336	5,771	6,349	3,255	† 24,083	25,566	716,750
Net Revenue, 1886-87 - -	71,659	974,882	219,383	566,483	131,215	250,572	251,119	892,575	900,656	4,258,444
Net Revenue, 1885-86 - -	60,312	926,305	216,989	525,258	125,164	246,459	200,320	847,664	847,392	4,027,764

* Includes Rx. 522 for contribution for revenue establishments.
 † Includes Rx. 8,928, duty on opium.
 ‡ Includes Rx. 1,769 for cost, freight, &c. of spirits.

Ajmere-Merwara.

The excise receipts in the small district of Ajmere-Merwara amounted to Rx. 12,496, which represents an increase of 18·7 per cent. in the year, and an incidence of 4 annas 4 pice (3½d.) per head of the total population. The increase in the receipts was from country spirits alone; they rose 25 per cent. to Rx. 10,813. The return from European liquor and opium declined, and that from ganja was stationary. The number of country liquor shops was reduced from 171 to 159; they are supplied by the central distillery at head-quarters. In spite of every endeavour to prevent smuggling from the surrounding Native States, where liquor is much cheaper than in British territory, the practice continues to prevail.

Berar.

A recovery of 1·8 per cent. in 1886-87 followed a decrease of 10·5 per cent. in the excise revenue of Berar in 1885-86. Of the gross receipts, amounting to nearly 14 lacs, rather more than 74 per cent. came from country spirits; about 22 per cent. from opium, and 6·6 from tari. Under country spirits there was a slight falling-off, and the year's increase was confined to the other two heads. Successful smuggling of opium from the neighbouring Native States sends up the price paid for the right of monopoly to sell, and it is very difficult to cope with the profitable trade thus carried on. Ganja cultivation diminished from 106 to 58 acres.

Coorg.

The improvement in the excise revenue of Coorg was almost entirely under the head of stillhead duty on country arrack. This duty was paid on 40,684 gallons, which, though 13·6 per cent. more than the figure for 1885-86, when for six months the contract was in abeyance, and the issues therefore were greatly reduced, was 1·1 per cent. less than in 1884-85. The measures taken in that year to check illicit distillation, have to a great extent been effectual. The toddy annual leases for the right to draw and sell the liquor realised rather less, and opium and ganja licenses rather more than in 1885-86. After the considerable reduction in the number of retail shops made in the preceding year, no further change was thought necessary in 1886-87.

Bengal.

In 1885-86 the receipts in Bengal fell off 4·8 per cent. compared with 1884-85, but in 1886-87 they recovered 5·6 per cent, and were 2·4 per cent. higher than the average of the preceding five years. The following statements

ments show the proportions contributed by the various articles to the revenue, and the contribution of each division, compared in both cases with 1885-86 :—

Excisable Articles.	1886-87.		Divisions.	1886-87.	
	Rx.	Per Cent.		Rx.	Per Cent.
Country spirits	479,125	+ 2.8	Burdwan	164,299	+ 4.5
Gauja	207,544	+ 1.3	Presidency	265,455	+ 4.3
Opium	190,575	+ .5	Rajshahye	63,445	+ 3.9
Tari	68,931	+ .3	Dacca	76,784	+ .016
Imported wines, &c.	20,985	— .9	Chittagong	22,761	— 17.3
Pachwai	17,826	+ .3	Patna	242,885	+ 7.8
Rum	10,811	+ .3	Bhagulpore	107,860	+ 5.3
Other articles	16,210	+ .3	Orissa	62,782	+ 2.7
			Chota Nagpore	59,895	+ 13.6

The improvement shown by these figures was due to the prosperous condition of the people in a year of excellent harvests. The incidence of taxation represents, however, less than 3 *d.* per head of the entire population. The large increase in the district of Patna does not indicate that the people drank more, but that, in consequence of the administrative changes therein introduced on the lines of the recommendations of the Excise Commission, they contributed to the revenue on all they consumed. The most important of these changes was the limitation of stills and fermenting vats to the size in each locality ascertained to be capable of supplying the local demand. Its effect has been to diminish the consumption of liquor and the prosecutions for drunkenness; but this restriction brings with it the temptation to evade the law, which has to be met by increased vigilance and a larger establishment.

The working of the new system in Patna was considered to justify its extension to ten other districts, where trustworthy statistics of the local demand had been obtained. Many of the recommendations of the Commission were taken in hand during the year. Central distilleries were established in the larger centres of population and were removed from the localities to which the outstill system was more suitable. Moreover, the duty on distillery liquor was increased in ten districts, and, for the upkeep of the distilleries and the necessary establishments, a fee of one anna is now levied on every gallon of central distillery liquor issued. The inclosure of outstills outside towns and beyond a neutral zone embracing the distillery limits was carried out, with the object of preventing the smuggling of outstill liquor within such limits. The limitation of the capacity of stills has been already alluded to. For 1887-88 the number of stills sanctioned for the whole province is 3,598, with an aggregate liquid capacity of 74,788 gallons, and a working capacity of 50,463 seers; in other words, 38 stills have been abolished, and the aggregate liquid and working capacities have been reduced by about 33 and 42 per cent. respectively. General principles have also been laid down for regulating the size of a still, with the object of fixing the highest taxation possible, and thereby reducing consumption by enhancing the selling price. The upset price has been fixed at not less than 50 per cent. of the gross monthly profits. The marking of stills has been decided on with the view to their registration. Auctions are triennial in Calcutta alone. It is not thought advisable at present to depart from the annual system existing elsewhere throughout the province. Fermenting vessels are to be of uniform size and shape in order that their contents may be easily ascertained. The rule fixing a minimum retail price per quart bottle has worked smoothly during its year of trial at Patna, but it has been thought well to put it to the proof for a second year

EXCISE.

before extending it further. Establishments have been increased for the purpose of ensuring more effectual supervision. The number of outstills is to be regulated by genuine local demand, the sites of shops, early closing, and prohibition of sales to children.

According to the accompanying statement the liquor more generally consumed than any other is tari; it is also the most harmless; ganja being the most mischievous. In spite of the vigilance exercised by Government, who strictly limit the cultivation of ganja and confine it to certain localities, a good deal of illicit cultivation prevails. The increased revenue from this article, and the larger number of shops for its sale, were an accompaniment of good harvests and general prosperity; but the number of shops is nevertheless 6 per cent. fewer than the average of five years. Imported wines show a steady diminution. The decrease in Chittagong is the result of measures taken to prevent smuggling into the contiguous district of Arakan, by limiting Government issues of opium to the ascertained local requirements of the district.

A comparative statement is here given of the number of shops, and licenses for sale of country spirits and other liquors and drugs in the Lower Provinces of Bengal:—

	1885-86.	1886-87.
Central Distillery - - -	590	672
Outstill - - - - -	3,614	3,608
Rum { Wholesale - - -	20	20
{ Retail - - - - -	86	81
Imported { Wholesale - - -	244	231
Wines, &c. { Retail - - -	744	738
Tari * - - - - -	19,555	19,501
Pachwai † - - - - -	2,162	2,196
Ganja ‡ - - - - -	3,033	3,064
Opium - - - - -	2,132	2,051
Other Shops and Licenses - -	840	845

* A fermented preparation from the toddy palm.

† A preparation from rice.

‡ A preparation from hemp.

Assam.

In this province 81·5 per cent. of the excise revenue comes from opium alone. This large demand is supplied by the opium of Benares and Patna, which is purchased at Rs. 7¼ per seer, and issued from the Treasury for retail sale at Rs. 32 a seer, the difference, Rs. 24¾, being the provincial profit, which is supplemented by the proceeds of the annual sale by auction of the monopoly of retail vend at fixed rates. The articles from which the rest of the excise revenue is derived are country spirits, manufactured and sold on the outstill system, and consumed almost entirely by immigrant labourers and non-Aryan tribes; rum, partly imported and partly manufactured in Assam, and sold, like other imported liquors, under a wholesale or retail license; tari which is not much used, the date tree being scarce; and pachwai, which bring untaxed up to a certain limit when manufactured for home consumption, contributes little to the revenue; and ganja, which is imported and issued from store under the supervision of the district officers to the retail sellers on payment of a duty of about Rs. 5 per seer.

There was an appreciable increase in the receipts, under all these heads excepting only rum, of which it appears that less is manufactured in Assam and more is imported from Bengal and the North Western Provinces. Imported rum has hitherto paid duty in the province of manufacture, but for the future one-fourth of the stillhead duty will be credited to Assam.

North Western
Provinces and
Oudh.

The year was one of agricultural prosperity in these provinces. It was regarded as auspicious for Hindu marriages, and accordingly the receipts from excise rose 11·47 per cent., in spite of the fact that the contraction of the outstill area, which was set down as one cause of the falling off in 1884-85, was carried somewhat further in 1885-86. The gross receipts were indeed the highest on record. Country spirits alone advanced over 13 per cent., without, however, any apparent increase of drunkenness. The circumstances

stances of the year justified increased consumption, and the rise in the excise revenue indicates that licit liquor was in the main consumed. Although 1,028 drug shops were closed the revenue from ganja and bhang rose appreciably, and as the use of the hemp drugs appears to be increasing, the question of further taxing them is under consideration.

Excise.

On the other hand, the closing of a large number of chandu shops greatly reduced the number of license fees for the sale of that drug, a mischievous preparation of opium and of madak. With the view of counteracting the taste for alcoholic liquors and intoxicating drugs which prevails among large sections of the labouring community, government has endeavoured to promote the sale of tea and the establishment of tea shops, corresponding to the European cafés. Some of the larger municipalities have taken the matter up.

The improvement in the gross receipts of this province, amounting to 4.13 per cent., was mainly derived from country spirits, under stillhead duty and licenses. A falling off in the bids for monopoly of retail sale of opium is accounted for by recent changes of system and a feeling of uncertainty as to the intentions of Government; but it is hoped that confidence may return, accompanied by an improvement in the opium revenue, when the revised rules have come into operation, which have been submitted to the Government of India, or are still under the consideration of the Local Governments. It is also the intention of the Lieutenant Governor shortly to frame proposals dealing with the concentration of distilleries and the reduction of establishments, and, indeed, with the whole subject of excise administration in the province.

Punjab.

In the year under review 60 per cent. of the excise revenue of the province was derived from country spirits, 8 per cent from ganja, 32 per cent. from opium. Under the first two heads there has been a steady advance in the receipts in the last five years, but the demand for opium has wavered and declined since 1883-84. But while the receipts from country spirits and ganja have advanced, the consumption has declined. For three years, it appears, the distillers have paid more for the right of manufacture and sale, and the out-turn has been less. In the last four years the proportion of central distillery to the total provincial demand has fallen, while that of contract and outstills has advanced, a result in part due to changes in the relative proportion of distilleries in each class:—

Central Provinces

	Percentage on Total Demand.		Number of Distilleries.	
	1882-83.	1886-87.	1882-83.	1886-87.
Central Distilleries	47.3	40.9	39	36
Contract Stills	25.3	28.5	106	117
Outstills	27.2	30.3	1,636	1,681

Two other causes tend to the same result: 1. Central distilleries supply a more valuable demand in proportion to area than the other two systems. The monopolies, as a rule, therefore, fetch higher prices, while there are fewer men with the capital to compete for them. 2. When a contractor has paid dearly for his monopoly of sale he is often sparing of his materials, and retails a weak spirit at a high price. The duty, therefore, which is levied on the amount of mohwa used in distillation does not fairly represent the out-turn.

It should be added, that a contraction of the area and number of shops supplied by central distilleries has taken place in the last four years. Instead of 11,441 square miles, as in 1882-83, it was in 1886-87 only 10,592 square miles, while the number of shops has been reduced from 1,799 to 1,466.

Excise.

The harvests are also an element affecting the bids for monopolies and the receipts from stillhead duty. These receipts rose to a high total in 1883-84, owing to good harvests and to the following year being inauspicious for Hindu marriages. Their subsequent decline has been due to failure of harvests. The outstills, which occupy a different belt of country, have not been affected to the same extent. The income from this source, therefore, shows an unbroken advance. In the district of Raipur, where the grain trade has been largely developed by the approach of the railway, the continued rise in outstill prices is probably justified by the increase of population and the progress of agriculture. The consumption of ganja in 1886-87 (874 maunds) was rather more than in 1884-85, but nearly 14 per cent. under that of 1885-86. The wholesale vendor is bound to sell this drug to the retail vendor at a fixed rate of Rs. 3 per seer. In 1885-86 the market was overstocked; in 1886-87, therefore, the cultivator received only eight annas per maund instead of Rs. 5, and the area under cultivation decreased from 4,170 acres to 931, the area of four years before. The fall in the opium revenue was chiefly due to the decline in the price of opium monopolies in the western districts, and the sudden fall in the sales of the drug in the central and eastern districts. The former of these two causes seems to be the measure of the extent to which the contractors see their profits reduced by the efforts of Government to put down smuggling, but while Government opium costs Rs. 22, and the drug can be bought for Rs. 10 or less in Holkar's territory, where the cultivation of the poppy is unrestricted, the contraband trade can only be effectually put down by strengthening the preventive establishment, or reducing the price of opium in the districts affected. Tari competes with country spirit, and it is believed that the spirit contractors who bid for tari monopolies do so to protect their spirit trade, and with no intention of opening tari shops. The number of permanent shops in 1886-87 were, for the sale of country spirits, 7,947; for opium and madak, 1,237; for ganja, 1,036; for tari, 1,020.

Burma.

In Burma the net revenue, which had fallen off 6.36 per cent. in 1885-86, rose 7.68 per cent. in 1886-87. Three-fifths of the revenue were derived from opium, and the increase under this head alone was nearly 15 per cent. Even at their present figure, however, the opium receipts are really 14 per cent. less than in 1880-81, up to which time they had been increasing at the rate of about a lakh of rupees a year. In 1881-82 the number of licensed opium shops in Lower Burma was reduced from 67 to 18, and the selling price of opium issued from Government stores was raised 30 per cent. The result was a decrease up to 1885-86 of about 28 per cent. in the consumption of revenue-paying opium, notwithstanding an increase of 24 per cent. in the population. In 1886-87, however, the quantity of opium used in all four divisions increased to a marked extent, and the Chief Commissioner was in favour of imposing further restrictions.

In Upper Burma the late Government made no revenue from either opium or intoxicating liquors, and licensed no shops for their sale. Both were forbidden; consequently the people of the rural tracts were, as a rule, wholly free from the use of opium. Stills were only occasionally worked in villages, and the drink most generally in use was the fermented juice of the toddy palm, which abounds in the plain of the Irrawaddy. In the larger towns, however, where there is a population of Chinese, Indians, and Shans, who are accustomed to the use of opium, and are not affected by it, as are the Burmans generally, and in certain feverish tracts, where opium is an antidote, there was and is considerable consumption of the drug, the supply coming from Yunnan and the Shan States. The suggestions affecting the regulation of the supply of opium and intoxicating liquors for this portion of the province made by the Chief Commissioner, and now under the consideration of the Government of India, were framed with the object of confining consumption of these articles to the classes already mentioned, and maintaining the old restrictions affecting the general population.

The licit consumption of opium in Lower Burma is no measure of the actual consumption. A large amount of smuggling is carried on by the Chinese through Upper Burma; and opium being cheaper in Chittagong than

EXCISE.

than in Arakan, over the frontier, the temptation to illicit traffic in that quarter is also very great. The portable nature of the article makes discovery difficult, and in 1886-87 the police were besides much occupied with the disturbed state of the country. The result of introducing the new form of license for the combined sale of all kinds of foreign liquor was a falling off of Rx. 2,875, or 5.28 per cent. on the sum realised. The receipts from tari fell off Rx. 2,007, or 7.58 per cent., but license fees for country spirits (outstills) and other fermented liquors increased Rx. 21,369, or 11 per cent.

An increase of 5.2 per cent. in the revenue from abkari was due to the changes introduced into the systems of administration in the course of the last two years, the extension of the free-supply system, subdivision of farms, separation of the arrack from the toddy rentals in certain tracts, the sale of independent toddy and arrack shops in the more important towns, and the like. Improvement was visible in all districts but five, in which, owing to the extravagant bids of the previous year, receipts fell off. The free-supply system, it should be explained, "does not mean that the supply of spirits is free; but that any respectable person who applies for a license to manufacture and supply spirits, and who shows that his enterprise has sufficient elements of stability to make it worth the while of Government to entertain the necessary establishment for his premises, is free to take out a license and to compete with other manufacturers for the supply of the licensed retailers." Madras.

There was no change in the system of levying the opium revenue. The large decrease of 14.2 per cent. in the receipts from this drug was due partly to the excessive rentals of the previous year, and partly to decreased imports from Indore in the year under review.

Under the farming system of the Bombay Presidency, which has now been abolished in all but a few districts, the farmers are free to make and sell as much liquor as they like. There are no means of testing or controlling the quantity or quality of the out-turn, the profits of the farmer, the incidence of consumption. Under the systems of central and public distilleries, with stillhead duty, all these faults have been remedied, and at the same time the public revenues have been very largely increased. For instance, Khandesh and Thana are two "drinking" districts. Khandesh in 1886-87 under the old system, now done away with, consumed .54 of a gallon per head of the population, and paid .44 of a rupee excise. In Thana, where the new system was in force, the consumption was .36 of a gallon, or one-third less, and the excise receipts were .89 of a rupee, or more than twice as much per head. Bombay.

The substitution of the new system for the old has been necessarily gradual. During 1886-87 it was carried further; as was the assimilation of the abkari system of the Native States to our own by an arrangement with Baroda, which took effect from the 1st of January 1888. The changes in the city of Bombay affecting toddy and toddy spirit were noticed in last year's Report. They came into operation on the 1st August 1886. The reduction of the tree tax has had little effect on the consumption of raw toddy in Bombay, but toddy spirit under the increased tax has shown that it can hold its own against mowra spirit.

In Bombay (leaving out Sind and Aden) the realisations were 3.2 per cent. more than in 1885-86, and 12.4 per cent. more than the five years' average. More than 83 per cent. of the entire excise revenue is derived from country liquor, a large proportion of which is the more lightly assessed and comparatively harmless toddy. The remainder was contributed by imported foreign liquor, Rx. 9,376 (which paid also Rx. 124,347 customs duty); opium and other drugs, Rx. 146,391 (15.8 per cent.). Perfumed spirit which up to now has been partially exempt from customs duty is no longer so. It was found that the natives drank it and evaded excise. The temperance movement in Thana and Surat, which attracted attention last year, is said in one case to have been an agitation set on foot by an influential

EXCISE.

tial landholder and money lender, to pay off a grudge against the spirit farmer of the taluka, and in the other case to have been the result of a combination to get cheaper liquor. Whenever the farmer lowered his prices the combination broke down. The incidence of excise taxation (omitting opium) is largest in Bombay city, Rs. 2·75, and Surat, Rs. 1·32 per head of the population. Thana and Kolaba come next, with '89 and '87 of a rupee respectively, and the other districts a long way after. The lightest proportion is in Kaira, with an incidence of '025 of a rupee per head. In Bombay city and island, there was a considerable falling off in the quantity of mowra spirit imported, with a corresponding decrease in the stillhead duty, a decrease, however, which was more than compensated by receipts from toddy spirit of home manufacture.

CUSTOMS.

CUSTOMS.

There was no change in the customs tariff, which still affects only the import of salt, arms and ammunition, drugs and spirituous liquor, and the export of rice. Excluding salt, which has already been dealt with, the customs receipts on the other dutiable imports amounted to Rx. 512,000, as shown below:—

	Burma.	Bengal.	Madras.	Bombay.	TOTAL.
Import Duties:	Rx.	Rx.	Rx.	Rx.	Rx.
1885-86 - - -	71,800	140,000	50,800	173,000	435,600
1886-87 - - -	102,800	150,600	71,400	187,200	512,000

The increase in Burma was due to an importation of arms by the missionaries for the protection of the Karens, and to large clearances of liquor from bond in anticipation of the new rates of duty introduced by the tariff of 1887.

Expansion of trade accounts for the improvement in Bengal, and partly for that in Bombay. The excess in Madras was a matter of account only.

With regard to exports, shipments of rice fell off in Burma and Bengal owing to the prevalence of low prices in Europe. On the other hand, there was a revival of the coast trade, which accounts for the improvement in Madras and Bombay:—

	Burma.	Bengal.	Madras.	Bombay.	TOTAL.
Export Duties on Rice:	Rx.	Rx.	Rx.	Rx.	Rx.
1885-86 - - -	501,400	180,800	36,400	25,700	744,300
1886-87 - - -	476,300	158,000	51,000	20,800	715,700

PROVINCIAL RATES.

PROVINCIAL RATES.

Provincial rates for local expenditure fall upon all holders of land; but, though collected with, they are separate and distinct from, the ordinary land revenue, being for the most part in commutation of known obligations devolving on the land. The purposes to which they are devoted are, among others, roads, schools, hospitals, district post, village services, and famine assurance works, in the form of canals and local railways. They are

are thus in accordance with the principle laid down, that the benefits derived from the rates should be palpable, direct, and immediate. PROVINCIAL
RATES.

The gross receipts were close on Rx. 3,000,000, an improvement of Rx. 40,000 compared with 1885-86. The rates in Burma have kept pace with the increased collections of land revenue during the pacification of the country. In the North Western Provinces new assessments, increasing the yield, were sanctioned by the Board of Revenue, and in the Punjab patwari funds were created in connection with the new settlements. The prosperous agricultural season in Madras resulted in larger collections than were anticipated, and the enhanced rates in Bombay were due to new settlements in Hyderabad (Sind), and to the extension of cultivation.

INCOME TAX.

In 1885-86 the receipts under the head of Assessed Taxes were derived from a license tax on trades and professions; but, in lieu of this, an income tax was, by Act II. of 1886, imposed, with effect from the 1st of April of that year. The principal provisions were that salaries, pensions, and interest on securities, if amounting to Rs. 2,000 per annum, should pay 5 pies in the rupee (2.6 per cent.), and if less than Rs. 2,000, 4 pies in the rupee (about 2 per cent.); that companies should pay 5 pies in the rupee on their net profits; and that income derived from other sources should pay according to a graded scale from Rs. 10 on Rs. 500, to Rs. 42 on Rs. 1,999, the tax on incomes of Rs. 2,000 and upwards being, as in other cases, 5 pies in the rupee. All incomes of less than Rs. 500 a year were exempted, and the tax was not levied on agriculture (which was otherwise taxed under legislation imposed in 1877-78), or on military salaries of less than Rs. 500 a month. INCOME TAX.

In 1886-87 the net receipts from the tax, after deducting refunds and charges of collection, were Rx. 1,277,510, of which Bengal paid 26 per cent., Bombay 24, the North West Provinces and Oudh 17, Madras 11, the Punjab 8, the Central Provinces 3, and Assam 1½, while the remaining 9½ per cent. was derived from the collections in Ajmere and Coorg, and from officers serving immediately under the Government of India, or in political employment in the Army, or the Public Works Department throughout India. About a fourth of the whole collection was obtained in the two cities of Calcutta and Bombay.

The number of persons assessed was 1 in 37 in those two cities, and 1 in 80 in Madras city; 1 in 311 in the Bombay Presidency apart from the capital; 1 in 555 in the Punjab; 1 in 602 in the North West Provinces; 1 in 655 in the Madras Presidency outside the chief town; 1 in 811 in Assam; 1 in 853 in Bengal, excluding Calcutta; 1 in 866 in Oudh, and 1 in 1,136 in the Central Provinces. On the persons assessed the incidence of the tax was 22 rupees in Bengal (excluding Calcutta) and in the Punjab; 23 rupees in Madras and Bombay (excluding the capitals); 24 rupees in Oudh; 28 in the North West Provinces; 29 in the Central Provinces and Assam; and as regards the great cities, 62 in Madras, 68 in Bombay, and 82 in Calcutta.

About 30 per cent. of the amount collected was charged on salaries and pensions (three-fourths of those paying in this schedule being Government servants); there were 774 companies, paying an average of Rs. 964, whose contributions were less than 6 per cent. of the total proceeds; from interest on securities rather more than 5 per cent. was derived; and the remaining 59 per cent. was obtained from other sources of income, one-third of those assessed in this schedule being money lenders paying about 24 rupees each on the average, and nine-tenths of the whole number being assessed on incomes of Rs. 2,000 or less.

86 STATEMENT EXHIBITING THE MORAL AND MATERIAL

INCOME TAX.

On the whole, the working of the tax has been satisfactory, and the natural dislike to it has not been seriously aggravated by errors in the working. The assessments on the Fourth Schedule (that is, other sources of income) were, on objection, reduced by 19 per cent., and the number of persons absolved from taxation by 11 per cent.

Excluding the portion of the tax derived from interest on securities, 90 per cent. of the persons assessed had incomes below Rs. 2,000, and they paid nearly Rx. 500,000, or 38 per cent. of the total collected. Persons with incomes between Rs. 1,000 and Rs. 750 numbered 13 per cent., and paid only 6 per cent. of the total revenue; and those between Rs. 750 and Rs. 500 numbered 51 per cent., and paid 14 per cent. of the whole amount. The number taxed on incomes exceeding Rs. 10,000 was 6,929, of whom 3,350 were Government servants; 388 assessments exceeded Rs. 50,000, of which 102 were assessed at over Rs. 100,000, and paid 7 per cent. of the whole sum collected; the latter class included 37 companies, paying Rx. 63,901.

VII.

SURVEYS AND SETTLEMENTS.

SURVEYS.

THE work of the survey of India is divisible into five heads, namely :—

Survey of India.

- | | | |
|----------------------------|--|--------------------------------------|
| 1. Trigonometrical Survey. | | 3. Cadastral and Revenue Survey. |
| 2. Topographical Survey. | | 4. Special Surveys and Explorations. |
| 5. Map Production. | | |

THE Trigonometrical Survey of India was practically completed some years ago ; but it will in time be extended over Upper Burma to the Chinese border and down the Malay peninsula to Singapore. A small party was engaged during the year in secondary triangulation along 170 miles of the Madras coast ; the object of the work was to furnish points as a basis for the operations of the Marine Survey, the officers of which department report that this triangulation saves many weeks of their labour, and even halves the cost of some of their work.

Trigonometrical

Two out of the ten parties that were employed on topographical work during 1885 were closed in order to supply the staff required for traverse surveys, designed to check the areas of the revised settlement in the Central Provinces. The eight remaining parties accomplished 17,510 square miles of topographical survey. Party No. 10 surveyed on the 2-inch scale 1,412 square miles in the South Mahratta Country, and also executed a large scale survey of 215 square miles of reserved forest in that region. Party No. 14 completed the topographical survey of the Mirzapore District, besides checking and completing much work for the Revenue Department. Party No. 15 accomplished 8,832 square miles of topographical survey on the ½-inch scale in the hilly country to the south of Baluchistan, lying between Jacobabad and Dera Ghazi Khan ; the work in the Marri and Bugti Hills was extremely intricate, and there was much difficulty about supplies. Party No. 16 was employed in Western Baluchistan about Quetta, Peshin and the Amran range ; their out-turn of work was 3,063 square miles, of which some parts near to Quetta and on the Amran Khwaja range were on a large scale and with great detail. Of Party No. 17, one subdivision effected 1,841 square miles of topographical survey in Guzerat, of the Bombay Presidency, traversing the boundaries of Baroda and other Native States. The second subdivision did 53 square miles of forest survey in the Thana District on the 8-inch scale ; the work was intricate, the country was feverish, and the cost was high. Party No. 18 executed large scale surveys of detailed tracts of hill country in the Amballa, Simla, Kangra, and Gurdaspore Districts of the Punjab ; the total out-turn was 307 square miles ; points for use of the Settlement Department were determined, and contour lines of the hill country were carefully executed. Party No. 19 was moved from Mysore, the survey of which province has been completed, to the Madura and Tinnevely Districts of Madras, where they executed 4,370 square miles of triangulation from the Palni Hills to Cape Comerin. They determined the highest peak of the Palnis to be 8,654 feet above the sea. The out-turn of topographical work was only 172 square miles, as it was the first year of breaking ground in a new country. Party No. 21, which had completed the survey of the Andaman Islands, accomplished this year the survey of the Nicobar Islands, fixing altitudes and filling in some topographical details. The total area of the islands was found to be 677 square miles, that of the largest island, the Great Nicobar, was 375 square miles. The latitude and longitude of Kamorta, the convict settlement, on these islands was correctly settled. The information gained about these hitherto unsurveyed, and in some cases almost untrodden, islands was interesting.

Topographical.

Party No. 20 have for some seasons been engaged in forest surveys in Lower Burma. The previous season's operations had been in the forests of the Pegu Yoma range ; but by reason of the disturbed state of the country,

- SURVEYS.** work could not be continued there. The party was transferred, therefore, to the Zamayi Reserves, on the head waters of the Pegu river. Even there the risk from dacoits was considerable; and the out-turn of work, owing to difficulties of many kinds, was very small.
- Cadastral.** The work of the cadastral and revenue survey parties is noticed below under each of the provinces where they were employed.
- Special Surveys.**
Geodetic. Geodetic work was confined to latitude observations at five stations of the Jubbulpore meridional series, in pursuance of a design to have a series of latitude stations about half a degree apart on meridian 80°, from the Himalayas to Madras. Longitude operations were not resumed, but important test observations were made to ascertain the cause, and fix the value of errors in the two large transit instruments that had been recently repaired in England.
- Tidal and levelling observations.** Nine tidal observatories are now closed, their registrations being complete. At 17 stations self-registering gauges were at work; they gave very good results at open coast stations, and fairly good results at riverain stations, where casual interruptions are more frequent. One observatory at the mouth of the Hooghly river with all instruments, but without loss of life, was washed away by a storm. The construction of tidal tables on the basis of the records, made by self-registering gauges, was carried on regularly. So far as predictions of high water were concerned, 98 per cent. of the entries in the tables were correct, within eight inches of actuals at open coast stations, and 48 per cent. at riverain stations; while as to time, 67 and 68 per cent. respectively of the entries were correct within 15 minutes.
- In South India, levelling operations were prosecuted through the Carnatic from Tuticorin to Erode, and on the West Coast from Shoranur to Cochin, and from Carwar to Marmagaoa; 450 miles of double levelling were accomplished, and 418 permanent bench marks were determined.
- Explorations.** In Upper Burma, parties of surveyors accompanied expeditions to the Ruby Mines tract, to Thebaw in the Northern Shan States, and to Nyoungywe on the Southern Shan plateau. Observations were made by a survey detachment, starting from Manipur, across the Kubo Valley to Kendat, and thence down the Chindwin river to the Irrawaddy. Young military officers supplied valuable reconnaissance surveys from the many expeditions that traversed the districts of Upper Burma; and in some cases engineer officers or surveyors were able to fix points and bring back useful maps of considerable areas. All the information so gained was worked by the survey office at Mandalay into revised maps, editions of which are published periodically by the Surveyor General at Calcutta. Maps have also been prepared embodying the information gained by native explorers in Nepal, Thibet, and the region of the Sangpo river; also the routes of the late Mr. Dalgleish over 3,000 miles of ground in Eastern Turkestan and Mongolia.
- Maps.** The number of maps published by the Surveyor General during the year was 315, besides 3,843 cadastral survey maps. The total number of map sheets issued was 178,398, besides cadastral maps in Bombay and Madras. A great deal of mapping was done for surveys and reconnaissances of officers attached to the Afghan Boundary Commission. Sundry useful and economical improvements have been introduced in the engraving, photographic, and lithographic branches of the Surveyor General's office.
- Marine Survey.** A detachment of the Marine Survey accompanied the expedition to Upper Burma, and brought out during the year complete charts of the Irrawaddy river from the Pegu frontier to Bhamo, on the borders of China. The "Investigator" survey vessel, besides crossing the Bay of Bengal twice, ran 4,450 linear miles of soundings; completed the survey of southern channels in the Mergui Archipelago, discovering and marking sundry new dangers; rectified the survey of certain channels near Cape Comorin; and corrected, after several weeks of survey and soundings, the charts of shoals at the mouth of the Megna river. These shoals were found to be less dangerous to navigation than the old charts had showed. The boat parties effected surveys of certain channels in the Gulf of Cambay, and outside Beypore on the west coast; also of the Yé river, on the Tenasserim coast. The "Investigator" dredged at different depths, getting a cast off Cape Negrais as deep as 1,300 fathoms, the deepest she has yet made, and also obtained some important

important data concerning the strength of tides in the open sea of the Bay of Bengal. Observations for temperature at depths from the surface down to 1,900 fathoms were carefully recorded. The naturalist of the survey returned from his expedition to Ghilzit, and renewed his marine investigations, finding a considerable number of new forms in the organisms dredged up from the Bay of Bengal. SURVEYS.

The staff of the Geological Survey have been much engaged during the year on economic investigations. The Rulers of Afghanistan, Kashmir, Hyderabad and Mysore obtained temporarily the loan of four officers of the Survey to undertake geological investigations in those territories. In Kashmir large quantities of powdery coal have been found, which may perhaps be utilised as fuel hereafter. In the Nizam's territory investigations were being prosecuted to test the value of the concessions to the Deccan Mining Company. In Mysore the supposed gold-bearing area was visited; but the reports were not favourable. In Upper Burma the coal-bearing tracts of the Chindwin and the Panlaung rivers were examined and reported upon. Coal and earth-oil indications in Rajputana were visited; but the report was not favourable. Coal sources in Chattisgurh, on the line of the Bengal-Nagpur railway were tested; and boring proved the existence of good workable coal at Korba only; elsewhere the coal deposits were poor and variable. Geological work was also done in Vizagapatam and on the Vindhya hills. The independent work done by a Bengali officer who recently joined the survey was found to be good and careful. Owing to the way in which so many officers were employed on detached economic investigations, very little systematic addition was made to the sheets of the geological map of India. Geological Survey.

In Bengal an area of 414 square miles in the permanently settled districts of Mozufferpore was surveyed cadastrally; and a record of rights was completed for 356 villages. The rents of 43,778 holdings were recorded, out of which "fair rents" under the law were settled, without friction or contest on either side, in 13,370 cases. Final statistics were, however, ascertained for only 235 villages; and the several classes of ryots were found to be as follows:— CADASTRAL SURVEY AND SETTLEMENTS. Bengal.

Ryots at fixed rents - - - -	7.40	} per cent. of	
Settled ryots - - - -	85.32	} the total	
Occupancy ryots - - - -	0.64	} number of	
Non-occupancy ryots - - - -	6.64	} ryots.	

Thus 91 per cent. of the ryots were found to be privileged tenants. The average area of a ryot's holding was three acres; of the whole area surveyed, 78 per cent. was cultivated besides 5 per cent. under groves; and about 16 per cent. was farmed direct by the proprietors. The survey and record of rights were carried on without difficulty or friction; most landlords gave cordial assistance; only one objection was made to the proceedings; and in only 42 cases was appeal preferred against the settlement officer's orders. The ryots took great interest in having their fields and rents correctly recorded, and prized highly the certified extracts from the record of rights. One result of the operations was to enhance the selling price of ryots' holdings, by reason of the certainty secured as to area, status and rent. The cost of the work was about nine annas per acre, and would fall below that rate if the business were prosecuted on a large scale. It is said that the ryots were disappointed at the closing of this cadastral work, which did much to safeguard the position of the tenants, besides throwing valuable light on the tenures and on the condition of the agricultural classes in a part of the great permanently settled province of Bengal.

Cadastral survey and settlement were pushed forward in the two large Government estates of Angul and Nalchira; and a scheme has been prepared for conferring the benefits of a cadastral survey and record of rights on Government estates, temporarily settled lands and wards' estates, with an aggregate area of 22,000 square miles.

The cadastral survey in the Kamrup district of Assam is finished, having yielded an increase of *Rr.* 3,256 in the revenue, besides forming a basis for maintaining correct village records hereafter. The survey party is now in the Durrang and Nowgong districts, where the work of the year cost *Rr.* 201 per square mile. The business of systematically maintaining, inspecting, and testing the village land records is making fair progress. Assam.

SETTLEMENTS.
North West
Provinces and
Oudh.

The cadastral survey of Jaunpore was completed; and now all the permanently settled lands in the North West Provinces have had the benefit of a cadastral survey and record of rights. The settlement of the Dūn district was completed, yielding an increase of *Rr.* 1,435 or 42 per cent. The revised settlements of the Gorakpur and Basti districts are based on cadastral surveys by the Survey Department, which accomplished 1,315 square miles of cadastral work during the year. The cost of survey and settlement up to the close of the year was *Rr.* 90,650 for the two districts. For one subdivision of Gorakpur revised assessments were sanctioned yielding increase of revenue to the amount of *Rr.* 149,000. In the districts of Jaloun, Bolandshahr, Mozaffarnagar, and Saharunpur, revision of settlement is being effected on the basis of the existing village maps, which are all examined, tested and corrected by the settlement staff. In Jaloun new assessments have been sanctioned; they yielded an increase of *Rr.* 86,038 or 23 per cent. on the land revenue. The re-settlement of this district cost *Rr.* 8,615 to the end of the year, and was to be completed before the end of the year 1887-88. The work has thus been promptly and economically done, and has involved little harassment to the people.

No surveys or settlements are in progress in Oudh, a thirty years' settlement having been completed about the year 1870. Since the settlement was made, the area under cultivation in Oudh has increased by two million acres, or about 27 per cent.

Punjab.

In the Punjab the settlement of the Rawalpindi district has been finished; it occupied five years, cost *Rr.* 78,800, and yielded an increase in revenue of *Rr.* 24,500 a year. In Kurnal, Amballa, and Ferozepore, the settlement is being based on a regular re-measurement of the land by the settlement department; in Kurnal only were assessments made during the year, and they yielded no increase of revenue. In Gordaspur, the re-measurement is being done by the regular village servants (patwaris,) and in parts the existing village maps are merely tested and corrected, whereby re-measurement is avoided. Arrangements have been sanctioned for at once bringing under settlement five more districts, where the old settlement has expired, and where substantial increase of revenue is expected. These districts are the cradle of the Sikh race, and moderation in increasing the State demand has been inculcated.

Central Provinces.

The settlement of 1863-68 is now coming under revision throughout the Central Provinces. In the less cultivated parts of Chanda and Raipur 1,901 square miles were brought under a summary re-settlement, which cost *Rr.* 3,669, and yielded an increase of *Rr.* 7,040, or 31 per cent. on the existing revenue. These two re-settlements were conducted entirely by Native Settlement Officers, and were considered to have been very well done. Regular revisions of settlement are now in progress over nine districts. In a part only of one district is the field survey being done by a cadastral party of the Survey Department, at a cost of *Rs.* 132 per square mile. Over the rest of the province the new cadastral maps are being made by the indigenous village accountants (patwaris), whose work is subjected to check by a traverse survey done by specially equipped parties of the Survey Department. The patwaris are carefully and systematically trained for survey duties; and their work is turning out good and accurate. In Raipur, where this system has been working for two years, each patwari accomplished 53 per cent. more survey work per month than he did during the previous year; of the patwaris' field maps that were tested, 76 per cent. were found to be good, and only 2½ in a hundred were found to have 10 per cent. of error. The traverse survey at present costs from *Rs.* 21 to *Rs.* 48 per square mile, and is expected to average *Rs.* 25 per square mile when in full working order; the patwaris' field maps cost *Rs.* 40 per square mile. Thus the cadastral field maps, duly checked and corrected, will cost less than *Rs.* 70 per mile in all. Cadastral maps were prepared for 2,631 square miles by the patwari survey, and for 1,022 square miles by the regular survey party, besides 7,424 square miles of traversing by the Survey Department as a check on the patwari survey of the present and future years. Revised assessments were sanctioned for 438 estates in Raipur and Bilaspur, yielding an increase on the land revenue of 49 and 42 per cent. respectively. Notwithstanding this increase, the share of the rental left to the proprietors (malguzars) is larger than at the last settlement in 1865.

The Burma cadastral party finished the cultivated parts of the Akyab district which had been left undone in 1880-82, while a topographical survey has been made of the hilly tract (592 square miles) that intervenes between the cultivated valleys of Akyab. The total area cadastrally surveyed was 677 square miles, of which 250 square miles were under cultivation; the average size of the fields was .22 of an acre in Akyab, and .67 of an acre in Bassein. The cost of the cadastral survey was *Rs.* 165 per square mile. Revised assessments were sanctioned for lands paying *Rx.* 51,414; the new revenue was little higher than the old, which had been increased summarily by 25 per cent. a few years previously. In the Akyab district the area under cultivation proved to be 22 per cent. larger than had been returned by the village officials. It was found that 52 per cent. of the cultivating proprietors were in debt; that 7 per cent. only owed more than they could repay in one year; and that none were hopelessly involved. The standard of comfort and the expenditure of the people are lower in Akyab than in districts of the Pegu province. An area of 28,265 acres in the tract was sub-let to tenants, who were paying rents aggregating five and three-quarter times the State revenue on that area. From 1879 to the the end of March 1887 revised assessments had been sanctioned for Lower Burma lands paying *Rx.* 383,563; and the increase secured by the new rates was *Rx.* 20,384, irrespective of increases due to the extension of cultivation. During the same period the cost of the cadastral survey had been *Rx.* 322,726, and of the settlement, *Rx.* 190,360.

SETTLEMENTS.

Lower Burma.

The Madras survey staff completed during the year 1,606 square miles of cadastral survey, 706 square miles of topographical survey, and 533 square miles of special survey in the Wynaad. Up to the end of the year 53,737 square miles in the whole presidency had been topographically surveyed, and 17,070 square miles were left to be done; while the cadastral survey had accomplished 57,215 square miles, leaving 13,595 square miles of cadastral work to be done. Most of the remaining topographical work in Madras will be undertaken by the survey of India. An important change has been introduced into the Madras cadastral system, whereby the field measurement and the geographical work will go on contemporaneously instead of in successive years; in this way a considerable saving will be effected; and it is expected that 2,000 square miles of cadastral survey will henceforward be accomplished annually, at a total cost of *Rx.* 60,000, or *Rs.* 200 per square mile. Settlement operations were in progress over six districts, and the work in North Arcot was finished; thus making 13 districts in which the settlement of the revenue is complete. Up to date, the regular settlement of the land revenue in Madras has yielded an increase of revenue equal to *Rx.* 224,784. The total cost of the Madras survey and settlement from the beginning has been *Rx.* 2,530,641, of which two-thirds were for survey, and one-third for settlement. The Inam Commission brought up the total tale of their work to seven millions of acres, on which the public revenue has increased, through the Commission's operations, by a sum of *Rx.* 104,649 a year; the total cost of the Commission since its work began has been *Rx.* 143,215.

Madras.

In Bombay and Sind a total area of 3,237 square miles was cadastrally surveyed; the out-turn was larger than in the preceding year, though the strength and cost of the survey parties were less. New assessments were sanctioned for tracts in the districts of Khandesh, Ahmednagar, Ratnagiri, Belgaum, Kanara, and in three districts of Sind. The revised revenue of these tracts yielded an increase of *Rx.* 18,502, or 31 per cent., in Bombay proper, besides increases ranging from 13 to 34 per cent. in Sind. The revision of settlement in Bombay, being the second regular settlement made, has cost up to date *Rx.* 381,343, and has yielded an increase of *Rx.* 198,207 in the yearly revenue.

Bombay.

VIII.

LAND REVENUE.

LAND REVENUE, INCLUDING FISHERY RECEIPTS AND CAPITATION TAX, AND WARDS' ESTATES.

THE subjoined table shows the receipts and disbursements on account of land revenue for each province, as entered in the public accounts for the year 1886-87; also the net land revenue for the past two years.

DETAILS of LAND REVENUE and EXPENDITURE.

	India, General (including England).	Bengal.	Assam.	North West Provinces and Oudh.	Punjab.	Central Provinces.	Burma.	Madras.	Bombay.	TOTAL.
REVENUE.	<i>Rr.</i>	<i>Rs.</i>	<i>Rr.</i>	<i>Rr.</i>	<i>Rr.</i>	<i>Rr.</i>	<i>Rr.</i>	<i>Rr.</i>	<i>Rr.</i>	<i>Rr.</i>
Ordinary Land Revenue -	94,473	3,774,006	392,847	6,907,434	2,987,440	622,769	857,350	4,605,798	3,216,110	21,457,136
Sale of Proprietary Right of Government in Land.	84	17,128	4	392	35	—	—	2,678	5,568	25,829
Rent of Resumed Police Service Lands and Ser- vice Commutations.	—	7,709	—	—	19,202	—	—	—	873,304	900,118
Sale of Waste Lands and Redemption of Land Re- venue.	—	2,336	1,816	—	352	—	—	4,161	56	8,711
Capitation Tax or House Tax levied in Lien thereof.	1,494	-1,660	—	—	—	—	313,673	—	—	316,897
Receipts for the Improve- ment of Government Estates.	—	42,503	—	—	—	—	—	—	—	42,503
Fisheries and other Re- ceipts classed as Mis- cellaneous.	16,380	32,154	35,975	42,419	65,318	2,914	143,056	238,487	180,196	734,897
Upper Burma Receipts -	—	—	—	—	—	—	167,175	—	—	167,175
Total Gross Revenue <i>Rr.</i>	112,381	3,877,436	430,642	5,850,235	2,172,354	625,674	1,481,163	4,849,124	4,254,134	23,652,193
Credited to Public Works	—	—	—	67,238	68,144	—	—	390,222	51,865	607,469
Total in Revenue } <i>Rr.</i>	112,381	3,877,436	430,642	5,762,907	2,104,210	625,674	1,481,163	4,458,902	4,202,269	23,055,724
Corresponding Total } <i>Rr.</i>	113,255	3,856,176	422,269	5,684,486	2,123,840	605,994	1,066,357	4,521,322	4,201,076	22,592,371
EXPENDITURE.										
Refunds and Drawbacks -	371	3,626	439	1,973	6,320	246	1,200	8,052	12,706	36,098
General Charges of Ad- ministration.	28,870	287,956	51,513	664,447	174,985	103,435	75,778	343,193	291,787	3,021,964
Upper Burma Charges -	—	—	—	—	—	—	41,693	—	—	41,693
Land Settlement Charges- Revenue Survey - -	3,064	5,781	2,181	47,822	42,868	17,723	9,600	26,052	2,301	158,410
Land Records and Agri- culture.	10,578	18,769	12,690	34,693	1,869	13,136	24,298	83,592	23,659	293,324
Charges directly connected with the Collection of Land Revenue.	—	7,401	1,667	10,110	3,661	2,720	8,628	2,906	5,614	43,692
Charges in England - -	14,305	22,235	26,328	37,998	109,055	—	84,148	320,673	279,024	903,654
Charges in England - -	1,094	—	—	—	—	—	—	—	—	1,094
Exchange on Charges in England.	411	—	—	—	—	—	—	—	—	411
TOTAL Charges - - <i>Rr.</i>	58,322	352,142	95,369	796,068	332,456	137,004	244,140	776,316	673,376	3,464,252
TOTAL Expenditure - <i>Rr.</i>	58,893	355,768	95,801	797,041	338,676	137,310	245,340	784,368	686,031	3,490,278
NET REVENUE, 1886-7 <i>Rr.</i>	53,488	3,521,718	334,841	4,965,966	1,768,524	488,364	1,236,823	3,074,534	3,516,188	19,566,446
" " 1886-8 <i>Rr.</i>	64,311	3,600,188	328,394	4,867,765	1,797,836	485,726	854,114	3,741,291	3,490,687	19,130,807

LAND REVENUE.
Ajmere.
Coorg.

Behar.

Bengal.

Assam.

The land revenue demand of Ajmere showed a decrease of *Rx.* 1,290 in consequence of the scanty rainfall of 1885. The uncollected arrears at the end of the year were *Rx.* 8, and *Rx.* 115 were remitted. In Coorg the land revenue increased by *Rx.* 2,259, in consequence of the assessment of land revenue on upland coffee plots which had hitherto escaped assessment. The area under cultivation with ordinary food crops in Coorg increased 2 per cent. during the year; and the area under coffee shows an increase of 8,236 acres, or 11 per cent., by reason of the inclusion of the small upland coffee plots in the returns. The out-turn of coffee was short owing to the unusually heavy rainfall of May 1886.

The land revenue demand of Behar increased by *Rx.* 5,275 during the year; and the season was favourable to most crops. The total land revenue collections were *Rx.* 666,673, being *Rx.* 20,397 above those of the preceding year. The land revenue was easily collected; only 5,514 coercive processes were issued; and in no case was any attached property sold for arrears.

The current land revenue demand of Bengal showed an increase of *Rx.* 691; the balance uncollected at the end of the year was *Rx.* 43,261 less, and the remissions were *Rx.* 2,296 less than in the previous year. The increase accrued from assessments on new lands thrown up by rivers. There was some decrease in the demand from temporarily settled estates. The remissions were due to the destruction of crops by floods in Orissa, and to the disappearance of estates from erosion by rivers. During the year 14,546 estates, out of 159,612 on the Bengal rentroll, became liable to sale for arrears of land revenue, and 1,859 estates were actually sold, as against 1,770 in the previous year.

The permission to pay land revenue by means of postal orders has been found a convenience by many small landholders. The settlement, or re-settlement, of 812 estates, paying a revenue of *Rx.* 24,351, was completed during the year, with a resulting increase of *Rx.* 5,686 in the land revenue demand, and 1,214 estates were in process of settlement at the end of the year.

The Tenancy Act of 1885 had been in operation for 17 months. Its effect had been in some parts to check rather than promote litigation between landlords and tenants, and nowhere had it caused appreciable increase in such disputes. The total number of rent suits was 162,965, as compared with 171,938 in the foregoing year. So far, the most important effect of the Act has been to enforce the giving of proper receipts for rent by landlords to tenants. As many as four and a half million printed receipt forms were sold at Government offices, and millions more were supplied privately. Ryots are learning that they are liable for no payment beyond what is entered in the receipts; and they are gradually refusing to pay the illegal cesses that used to be demanded by landlords or their agents. The provisions regarding the registration of transfers of land and successions are in imperfect operation; and there has been some hesitancy on the part of landlords in receiving fees payable on transfers of tenures. Resort has been had in 484 cases, almost exclusively in Behar, to the appraisal of produce rents, and in 978 cases landlords have registered improvements, regarding which only 12 objections were preferred. As yet, only 25 landowners have applied for a survey and record of rights on their estates. The local revenue officers, whose opinions on the subject were originally very diverse, are now nearly unanimous in accepting the Tenancy Act as an improvement in the land laws. Relations between landlords and tenants, though unsatisfactory in many places, have on the whole tended towards improvement; the ryots are learning their rights; and the landlords are less ready to take their tenants into court.

The land revenue demand of Assam increased by *Rx.* 8,143, or 2.15 per cent.; the total increase during the past 10 years has been *Rx.* 71,006, or 22½ per cent., due in the main to extensions of cultivation. Of the whole demand, 97.36 per cent. was collected; 14 per cent. was remitted; and 2.5 per cent. was in arrear, as compared with 3.11 per cent. at the end of the preceding year. The collections were effected with little friction; and 128 estates out of a total of 585,023 were sold for arrears. The proportion of

LAND REVENUE.

occupied land paying full rates in the temporarily settled districts is $92\frac{3}{4}$, as against $7\frac{1}{4}$ per cent. paying half rates; 68 per cent. of the area is held on 10-year, and 32 per cent. on one-year leases. The testing of ryots' holdings was systematically carried out by revenue officers of all grades; a net average error of 3 per cent. was found in the measurements by local officials, a percentage somewhat in excess of the average of previous years. The miscellaneous land revenue increased by *Rr.* 4,478, of which *Rr.* 1,668 accrued from licenses granted to elephant catchers.

North West
Provinces and
Oudh.

The rainfall of the year 1885 was heavy in the North West Provinces and in Oudh, and in parts there were untimely showers in March that injured the spring crops. In the North West the harvests were fair; in Oudh they were, on the whole, good. The ordinary land revenue demand increased by *Rr.* 17,509 in the North West Provinces, and by *Rr.* 2,392 in Oudh; in the former the uncollected arrears at the end of the year were *Rr.* 26,953; in the latter the arrears were *Rr.* 394, or .03 per cent. of the whole demand. In the united provinces 69,145 writs of demand were issued for arrears; 2,019 defaulters were arrested, of whom only a very small proportion were sent to jail; and no land was sold for default.

The litigation under the Rent or Tenancy Law in the united provinces amounted to 245,128 cases, as compared with 246,780 in the preceding year. Three-quarters of the 88,632 suits for arrears of rent pertained to the North West Provinces; of these 23 per cent. were contested, and only 4 per cent. of the whole ended in favour of the tenants. From these figures it was inferred that the landlords' claims for rent are usually fair, and are, in the main, admitted by the tenants. The number of suits for ejection was 18,355 for the North West Provinces, and 92,451 for Oudh. These latter resulted in the eviction of 20,315 Oudh ryots, and in about 30,000 enhancements of rent. The number of tenants-at-will in Oudh is returned at 2,018,910, with an average holding of $3\frac{1}{2}$ acres, and a rental of *Rs.* $4\frac{1}{4}$ per acre; while occupancy tenants number 12,725, with an average holding of $9\frac{1}{2}$ acres, and a rental of *Rs.* $2\frac{7}{8}$ per acre. The land revenue in Oudh falls at the rate of *Rs.* $1\frac{1}{8}$ per acre of cultivated land. It is expected that the new Rent Law, which took effect on the 1st January 1887, will bring some rest to tenants-at-will in Oudh.

Punjab.

In the Punjab the fixed land revenue demand increased by *Rr.* 38,171, mainly on account of revised assessments in the districts of Jullundur and Rawalpindi. The total collections were *Rr.* 4,317 less, and the uncollected arrears were *Rr.* 29,617 less, than in the previous year. The decrease in the total collections was due to the arrears demand at the beginning of the year being smaller than it had been for some years previously. For the collection of the revenue, under all heads, 40,433 writs of demand were issued; in 197 cases personal property was distrained; and in 43 defaulters were imprisoned. Under the Tenancy Law there were altogether 22,281 cases. Suits for enhancement of rent increased from 1,026 to 2,017; most of this increase occurred in the Rawalpindi district, where settlement operations were in progress; in 88 per cent. of the cases the landlords succeeded in gaining an enhancement of rent. Only three decrees were given during the year for the ejection of occupancy tenants. The number of ejections of tenants-at-will was 15,246, as compared with an average of 10,318 during the preceding five years; nearly 7,000 of these cases occurred in the Hissar District. Inquiry is not yet complete regarding the circumstances which caused this state of things in Hissar; districts like Hoshiarpore, with more than double the revenue of Hissar, do not show 1-20th of the number of ejection cases that occur in that district.

Central Provinces.

There was an increase of *Rr.* 8,846 in the land revenue demand of the Central Provinces, due mainly to revision of settlement in the Chanda and Raipur districts. The arrears at the end of the year were *Rr.* 1,400, or .2 per cent. of the whole demand; the revenue was collected without difficulty or friction; 1,408 writs of demand were issued; three defaulters were sent to jail; and in 23 cases moveable property was sold for arrears. Revision of settlement was in progress in nine districts; and in the other nine districts the village yearly records were satisfactorily prepared. Litigation under the Tenancy Act continues to be inconsiderable; suits for ejection

of ryots have increased, and less than 1 per cent. of these suits were against occupancy tenants; ejection was refused by the courts in 57 per cent. of the total number of ejection suits. LAND REVENUE.

In Lower Burma the rainfall of 1886 was full and seasonable, and the harvest was very good. The area under cultivation increased by only 11,684 acres, while the fallow area of holdings increased by 68,616 acres. During recent years the normal increase of cultivation had been about 170,000 acres a year; the smallness of the increase in 1886 and the large area paying fallow rates were due to the disturbed state of the country. The land revenue collections were *R.* 203,486 above those of the preceding year; and the uncollected balances on the 31st March were *R.* 121,915 less. Remissions of revenue were heavy, owing to the injury done by river and sea floods. The land revenue of Burma falls on the cultivated land at an average rate of *Rs.* 1 $\frac{3}{4}$ per acre, and the rate on fallow land is two annas per acre. Sub-tenants, who occupy only a small portion of the cultivated area, pay to the petty proprietors rents averaging *R.* 4 per acre. These sub-tenants mostly become State tenants, as soon as they can buy a pair of plough cattle; and only 1-20th of the recorded sub-tenants had held that position for more than five years. The capitation tax demand showed an increase of only *R.* 1,391; it is assessed upon 782,932 persons; all but a small fraction per cent. of that impost was collected within the year. The fishery revenue continues to decrease owing to the extension of cultivation and the drainage of swamps. The fishery demand of 1886-87 was *R.* 106,456, or *R.* 10,355 below the demand of the previous year. The uncollected arrears of fishery revenue at the end of the year were *R.* 33,555 less than in 1885-86. For the collection of the land revenue 11,237 writs of demand were issued; moveable property was sold in 133 cases; and three defaulters were sent to jail. On account of the capitation tax, 14,338 writs of demand were issued, and 186 persons were sent to jail. Lower Burma.

The latest Madras report upon land revenue affairs pertains to the year (July to June) 1885-86. The season was, on the whole, favourable to agriculture; and the cultivated area, outside the zemindarces, for which returns are not available, increased by 394,817 acres as compared with the preceding year. The land revenue demand of the year was *R.* 259,803 above that of the preceding year. Only $\frac{1}{2}$ per cent. of the current demand and $4\frac{1}{2}$ per cent. of the old arrears were uncollected at the end of January 1887; the collections were, on the whole, very satisfactory, and compare favourably with those of the previous year. The number of coercive processes showed an increase of 8.3 per cent., but the number of cases in which the property of defaulters was distrained was 34 per cent. less, and there was a small decrease in the area of land sold for arrears. The amount of ordinary remissions was about one-quarter of the sum that had to be remitted on account of the unfavourable season of the previous year. The whole increase of the year accrued from ryotwarce lands, or lands held by petty proprietors direct from the State. Madras.

The rainfall was for the most part abundant and seasonable throughout the Bombay Presidency. The area of land newly taken up during the year is returned at 186,581 acres. The revenue was collected with ease, and recourse was necessary to coercive process in only 4,096 cases out of 1,409,880 occupancies in the whole presidency. The uncollected arrears at the end of the year were *R.* 23,867, of which three-fifths pertained to the province of Sind. The cultivated area outside feudatory states is returned at 26,355,920 acres, besides 7,369,761 of fallow and 6,844,806 of land fit for cultivation. Bombay.

GOVERNMENT AND WARDS' ESTATES.

GOVERNMENT AND
WARDS' ESTATES.

The revenue demand on Government estates in Bengal showed an increase of *Rx.* 3,876 due to re-settlements. Of the entire demand, current and arrear, 76 per cent. was collected as against 66 per cent. in the preceding year. A grant of *Rx.* 8,454 was spent on tanks, wells, drainage, embankments, and other improvements, besides the usual $1\frac{1}{2}$ per cent. on the rental that was made over to the Road Expenses Committee. The ryots on many Government estates suffered seriously from inundations; elsewhere their condition was said to compare favourably with that of ryots on private estates.

The number of wards' and attached estates under Government management was 176, with a total rental of *Rx.* 965,688, of which 94 per cent. was collected, a somewhat better result than the preceding year. The Bardwan Maharaja's estate alone has a rental of *Rx.* 456,586. Respecting this estate two difficult questions concerning the adoption of a successor to the late Maharaja, and concerning the claims of the Dowager Maharani, were satisfactorily settled during the year. On some estates which had been ill-managed, and for which no authentic rentroll existed it was found that without a field survey and regular record of rights order could not be restored. On two large estates where such operations were prosecuted it was found that the ryots gladly aided the work, and actually gave their labour free to expedite the survey. The ryots on most of the wards' estates were found to be contented and prosperous; but some local calamities, such as floods and cholera, were reported. The expenditure of wards' income on estate improvement was *Rx.* 6,966 during the year. Out of 66 $\frac{3}{4}$ lakhs of debts due from different wards' estates, 14 lakhs were paid off during the year; only two estates are now seriously in debt, and each of those owes a sum equal to about ten times its gross yearly rental; in both cases the Court of Wards paid off 5 per cent. of these debts within the year.

North West
Provinces and
Oudh.

The rental of 233 Government estates in the North West Provinces and Oudh was *Rx.* 60,504, of which 97 per cent. was collected; *Rx.* 20,977 were spent on improvements, and the rental is increasing. The number of wards' estates was 184, with a rental of *Rx.* 373,345; out of which 98 per cent. was collected within the year. The cost of management was a little above 5 per cent. on the rental in the North West Provinces, and a little above 4 per cent. in Oudh. The total debts for which the estates were liable amounted to *Rx.* 519,545, out of which *Rx.* 118,878 were paid off during the year. Fifteen estates were held under the Oudh Encumbered Estates Act; on these estates *Rx.* 121,573 were due to creditors at the beginning of the management; on four estates all debts have been paid off; and the debts due from the rest have been reduced to *Rx.* 33,136. Estates have been managed with special moderation in the matter of ejecting ryots and enhancing rents; in Oudh the Government revenue demand on all wards' estates was 45.4 per cent. of the total rental. *Rx.* 17,056 were spent on improvements.

Central Provinces.

In the Central Provinces 122 estates were under Government management on behalf of the owners, with a yearly rental of *Rx.* 145,000; out of these estates, 83 were in debt to the amount of *Rx.* 132,500, of which *Rx.* 19,000 were paid off during the year. The cost of management was $5\frac{1}{2}$ per cent. on the rental. The solvent estates hold investments to the amount of *Rx.* 50,000, besides personal property, cash in hand, &c., valued at *Rx.* 415,000.

Punjab.

In the Punjab 42 estates were managed by the Court of Wards, with a total rental of *Rx.* 53,165, out of which *Rx.* 7,500 were devoted to paying off old debts. An old Sikh estate in Ludhiana, long under Government management, has at last been released clear of all liabilities, which at one time exceeded *Rx.* 8,000. The solvent wards' estates showed at the end of the year a cash balance of *Rx.* 37,324, and *Rx.* 34,970 invested in Government stock, besides other assets of an estimated value of *Rx.* 291,672.

In

GOVERNMENT AND
WARDS' ESTATES.
Madras.

In Madras 44 estates were managed by the Court of Wards. The area under cultivation in wards' estates has increased considerably; in one estate, Ramnad, alone 35,443 acres more than last year were cultivated; and the gross rental has increased by *Rx.* 9,788. Of the current demand, 79 per cent., and of the arrear demand only 38 per cent., was collected. The largest estate, Ramnad, owed *Rx.* 51,655, of which *Rx.* 15,000 were paid off during the year. The cash balances and investments in Government securities, belonging to solvent estates at the end of the year, amounted to *Rx.* 412,317, while the total debts due by all estates amounted to *Rx.* 115,785. A sum of *Rx.* 17,611 was spent on material improvements. The remissions were considerably smaller than in the previous year; they were due to loss of crop in consequence of failure of water for irrigation.

Bombay.

In the Bombay Presidency 451 estates were under the management of Government officers, either under the ordinary law concerning minors, or under the special laws concerning encumbered estates in Guzerat and Sind, or under the Civil Procedure Code. In Guzerat the collections from these estates were *Rx.* 64,101, of which *Rx.* 14,947 were paid to creditors. The proportion of total debts paid off within the year ranged from 13 per cent. in the Kaira to 17 per cent. in the Broach District. The cost of management was 10½ per cent., and 97 per cent. of the current year's demand was collected within the year. In Sind 26 encumbered estates were finally cleared of debt and restored to their owners within the year. The total registered liabilities of the 143 estates have been reduced from *Rx.* 212,180 to *Rx.* 38,097, of which *Rx.* 6,637 were paid within the year. The amount due from the estates to Government on account of advances was reduced by *Rx.* 11,785, the balance still due being *Rx.* 33,478. Both in Guzerat and in Sind the administration of the Encumbered Estates Laws is accomplishing the rescue of a number of important estates from impending ruin.

Education of
minors.

In all provinces the Courts of Wards pay much attention to the education and up-bringing of the wards; some lads attend wards' schools or colleges; some attend the ordinary public schools and colleges; while some few are being privately educated.

IX.

FORESTS.

FORESTS.

Ajmere.
Coorg.

THE Reserved Forests of Ajmere are returned at 139, instead of 145 square miles, as in last year's Report; the change was due to corrections made by the Survey. The area of forest burnt was 314 acres, as compared with 55 acres in the previous year. No addition was made to the area of plantations; but *Rs.* 148 were spent in maintaining and re-stocking existing plantations. The forest revenue was *Rs.* 1,127, against an outlay of *Rs.* 2,074, leaving a deficit of *Rs.* 947, or *Rs.* 270 worse than in the previous year. The revenue accrued from firewood, charcoal, and grazing dues. In Coorg three square miles were added to the Reserved Forests, bringing the total area of forest reserves up to 142 square miles. The area of plantations of teak and sandal-wood is now 1,138 acres; the new plantations of the year were 136 acres, at a cost of *Rs.* 35 per acre. Surveys and working plans were completed for 84 square miles of forest. The efforts made to exclude fire were successful over only 71 per cent. of the 226 square miles protected. The forest revenue was *Rs.* 9,929, against an expenditure of *Rs.* 7,409, leaving a surplus of *Rs.* 2,520, or *Rs.* 150 more than in the preceding year.

Berar.

The area of Reserved Forests in Berar is 1,107 square miles, or three square miles less than in the previous year. Working plans and surveys of two forest blocks have been completed, and the condition of the young teak was found to be better than had been estimated. Fires were successfully excluded from 96 per cent. of the 107 square miles wherein fire protection was attempted. Continuous exclusion of fire for several years is having a marked effect on the natural reproduction of the forest. The plantation area was increased by 1,997 acres, at a cost of *Rs.* 2 $\frac{1}{2}$ per acre, and the total area of plantations is now 9,952 acres. The forest revenue was *Rs.* 32,644, against an outlay of *Rs.* 17,151, giving a surplus of *Rs.* 15,493, or *Rs.* 607 below the figure of the preceding year. Of the revenue, *Rs.* 7,187 accrued from timber, and *Rs.* 17,225 from grazing fees.

Bengal.

The additions made to the Reserved Forests in Bengal were 14 square miles, bringing the whole area of reserves to 4,986 square miles, besides 2,218 square miles of protected State forests, which latter are mainly in the tidal forests of the Sunderbuns. Little progress was made with surveys or working plans of the forests. Fire was excluded from 80 per cent. of the forest area, 1,311 square miles, where protection against fire was attempted. The area of plantations was increased by 289 acres, at a cost of *Rs.* 26 per acre; the total area of plantations is now 3,410 acres. The forest revenue of the year was *Rs.* 65,363, against an expenditure of *Rs.* 42,278, leaving a surplus of *Rs.* 23,085, or *Rs.* 382 more than in the previous year. Of the whole revenue, *Rs.* 28,242 accrued from timber, and *Rs.* 37,121 from minor forest produce. *Rs.* 37,604 were yielded by the tidal forests of the Sunderbuns, which supply the markets of Calcutta and of the adjoining thickly peopled metropolitan districts.

Assam.

The Reserved Forests in Assam were increased by 376 square miles, bringing up the total area to 2,707 square miles. Four reserves have been surveyed, but as yet no working plans have been completed. From 99 per cent. out of the 278 miles, wherein fire protection was attempted, fires were successfully excluded. No addition was made to the plantation area, which consists of 1,495 acres, principally rubber (caoutchouc) trees; careful observations have been made for four years concerning the yield of 56 mature rubber trees under different circumstances of rest and season; but the results are, so far, discordant, and they warrant no general conclusions save that the habits of the tree and of its milk are not yet understood. The rubber yield of Assam forests has, during the last ten years, ranged from 5,821 cwt. to 1,626 cwt.; this latter was the yield of the year 1886-87.

The

FORESTS.

The total forest revenue of Assam was *Rr.* 21,201, against an outlay of *Rr.* 21,228, leaving a deficit of *Rr.* 27. Of the revenue, *Rr.* 12,434 were yielded by timber, and *Rr.* 3,498 by rubber.

The area of Reserved Forests in the North West Provinces and Oudh remained practically unchanged during the year; it is now 4,419 square miles. Working plans and surveys are either complete or in a forward state for nearly half of these reserves. The detailed survey of the Oudh reserves has shown that in closed sections there are double the number of young *sál* trees that there are in the open section of the forest, thus illustrating the advantage to young forest growth of fire protection and exclusion of cattle. Fire was excluded from 88 per cent. of the 1,801 square miles of forest over which fire protection was attempted; the area burnt was larger than usual by reason of the extreme dryness of the season. The only important increase of plantations was an addition of 470 acres to the Sissa plantation in the Gorakpur plain; the total area of plantations is now 4,524 acres. Much attention was given to facilitating and improving natural reproduction; and it has been satisfactorily proved that in plots of *sál* forest where systematic thinning is carried out, the girth of standing young *sál* trees averages double what it does in the adjoining unthinned plots. The revenue of the year was, *Rr.* 157,355, against an expenditure of *Rr.* 91,958, leaving a surplus of *Rr.* 65,397, or *Rr.* 16,700 more than in the previous year. Of the revenue, *Rr.* 109,362 accrued from timber; a little more than one-third of the whole was yielded by firewood, charcoal, bamboos, grazing and minor forest produce. At the Dehra Forest School were 32 Indian students from Northern India, Bengal, and Burma; they were employed on conservancy, timber, and silviculture operations in different parts of the Forest School Circle, besides receiving instruction in botany, forestry, forest law, surveying, and mathematics.

North West Provinces and Oudh.

The area of Reserved Forests of the Punjab was 1,189 square miles, of which 121 square miles were added during the year. These figures do not include 389 square miles of deodar forest leased from Native States, or 2,709 square miles of unclassified State forests. Complete surveys and working plans have been prepared for 382 square miles of forest. Fires were excluded from 75 per cent. of the 374 square miles where fire protection was attempted. The plantations of the year cover 1,400 acres, at a cost of *Rs.* 27 per acre; and the total area of plantations is now 17,997 acres. The large Changa Manga plantation of 9,080 acres, in the sandy plains at the end of the Barea Doab Canal, yielded a revenue of *Rr.* 4,059, against an expenditure of *Rr.* 2,209, of which *Rr.* 1,380 was water-rent paid to the Canal Department; the net revenue of this plantation was thus over *Rs.* 2 per acre, showing that plantations judiciously made and economically worked pay well. The total forest revenue of the Punjab was *Rr.* 112,727, against an expenditure of *Rr.* 71,650, leaving a surplus of *Rr.* 41,077, or *Rr.* 2,358 more than in the preceding year. Of the revenue, *Rr.* 63,472 were derived from timber, and *Rr.* 49,253 from minor forest produce.

Punjab.

The area of Reserved Forests in the Central Provinces is now 19,434 square miles, an addition of 521 square miles having been made during the year. No regular working plans have yet been prepared; but surveys have been made of some few of the smaller reserves rich in timber. The forest area under strict fire protection was 1,556 square miles, from 92.6 per cent. of which fire was entirely excluded; but the success in this respect was not equal to that of previous years, as three of the old, long-protected reserves were partially burnt. There are no regular plantations in the Central Provinces; but a certain amount of work was done in planting small open spaces in a few reserves. The revenue of the year was *Rr.* 95,741, against an outlay of *Rr.* 49,929, leaving a surplus of *Rr.* 45,812; this surplus was *Rr.* 13,334 less than in the previous year by reason of the decreased output of timber, and a smaller demand than usual for grazing. Of the total revenue, *Rr.* 14,760 accrued from timber, and *Rr.* 39,990 from grazing fees.

Central Provinces.

An area of 317 square miles was added to the Reserved Forests of Burma, bringing the total area of reserves to 4,788 square miles. Forest surveys were much restricted by reason of disturbances in the Irrawaddy and Sittang valleys; working plans were prepared for three reserves, aggregating 143 square

Lower Burma

FORESTS.

miles; the quantity of mature and growing teak was found to be in excess of what had been estimated before the detailed forest survey took place. An area of 2,268 acres was added to the plantations, at a cost of Rs. 5 per acre; the total area of plantations was 21,964 acres, which cost annually about Rs. 50 per hundred acres for maintenance; the plantations consist mainly of teak. Fire was excluded from 91 per cent. of the 303 square miles in which fire protection was attempted. During the year, 2,400 teak trees were girdled in the reserves, and 16,264 teak trees in unreserved forests. The yield of the forests was 45,067 tons of teak and 52,751 tons of other timber; the imports of teak from Upper Burma, Karennee, and Siam were 183,548 tons; and 168,608 tons of teak were exported by sea from Lower Burma during the year. The total forest revenue was Rs. 210,674, against an outlay of Rs. 107,801, yielding a surplus of Rs. 102,873, or Rs. 20,581 more than in the previous year. Of the revenue, Rs. 10,588 were contributed by Upper Burma, and Rs. 171,744 accrued from timber operations.

Madras.

An area of 684 square miles was added to the Reserved Forests of Madras, the total area of reserves up to the end of the year being 3,369 square miles; this does not include 247 square miles of leased forests, or other unclassified forests, which bring the total area under the Forest Department up to 14,020 square miles. The proportion of State forests to the total area outside feudatory and zemindari lands, ranges from 3.3 per cent. in Tanjore to 39.9 per cent. in Kurnool, and 60.6 per cent. in the Nilgiri district. Surveys and working plans are being prosecuted, and have been completed for small blocks in the Nilgiri mountain forests, and also for portions of some of the plains forests; but final working plans have not yet been sanctioned for the whole of any considerable forest. The area under fire protection was 2,249 square miles, from 91 per cent. of which fire was excluded. Natural reproduction has made great strides in the fire-protected areas. There was no addition to the area of plantations, which now cover 18,209 acres; Rs. 6,472 was spent on maintaining and improving existing plantations, among which is the Nilambar plantation of 3,519 acres, in the Malabar district, the oldest and finest teak plantation in India. The forest revenue was Rs. 124,678, against an expenditure of Rs. 115,569, leaving a surplus of Rs. 9,109, or Rs. 17,107 less than in the preceding year. The decrease of the surplus was due to enhanced expenditure under the head of timber operations, of payments for leased forests, of surveys and conservancy work. Of the whole revenue, Rs. 31,141, or less than one-fourth, accrued from timber operations, the remainder being yielded by firewood, charcoal, grazing, bamboos, and minor forest produce.

Bombay.

The area of Reserved Forests in Bombay is 9,752 square miles, 257 square miles having been added during the year. Private rights have been settled and recorded in 6,162 square miles out of the whole area. The survey of 222 square miles of forest was completed at the cost of Rs. 257 to Rs. 113 per square mile; no working plans have yet been prepared; but the rotation of fellings in the important forests of the Thana district has now been settled after careful investigation for a series of years. The proportion of unburnt to burnt forests ranged from 96.6 per cent. in the Northern to 83 per cent. in the Southern Circle. The exclusion of fire is already showing much result in the natural reproduction of forest, and in clothing some of the bare hillsides of the Deccan. The area of regular plantations is 6,266 acres, an addition of 1,303 acres having been made during the year. The total forest revenue of the year was Rs. 303,267, against an expenditure of Rs. 190,018; the surplus was Rs. 113,249, or Rs. 44,490 less than in the previous year. The causes of the decrease were mainly the cessation of the demand for sleepers on the Southern Mahratta Railway, and partly the stagnation of the timber trade in the northern districts. The share of the forest revenue contributed by timber was Rs. 148,905, while Rs. 154,362 accrued from firewood, charcoal, grazing, and minor forest produce.

Mysore.

In only one Native State is forest conservancy conducted on the system followed in British territory. The Mysore Government has maintained the system of forest conservancy which was established during British management. The area of Mysore reserved forest has increased by 281 square miles since the rendition of the province in 1881, and stands now

now at 924 square miles. Fire was excluded from 93·7 per cent. of the 637 square miles of forests wherein fire protection was attempted. The province has 9,582 acres of plantations, chiefly of teak, sandal-wood and fuel-yielding trees. The forest revenue of the year 1885-86 was *Rx.* 88,309, against an expenditure of *Rx.* 22,653, leaving a surplus of *Rx.* 65,656, as compared with a forest surplus of *Rx.* 47,381 during 1880-81, the last year of British management. Of the revenue, *Rx.* 51,486 was yielded by sandal-wood, of which valuable commodity Southern India has practically a monopoly.

X.

AGRICULTURE AND MINERAL RESOURCES.

AGRICULTURE.
Ajmere and
Coorg.

IN Ajmere the rainfall of 1886 was below the average, water in some of the tanks failed, and the out-turn of the crops was deficient. There was in Coorg a considerable increase in the area under food grains, and also in the area under coffee; the unusually heavy rainfall of May caused a reduction in the yield of coffee. The cultivation of cinchona has not been further extended; 49,744 lbs. of bark were sent to market, yielding, on the average, 6 *d.* per ton.

Berar.

The rainfall in Berar was heavy and unevenly distributed; millets and oilseeds suffered; the breadth under these crops was considerably reduced; the area under cotton and wheat was larger than ever. Cotton, in the year 1886-87, occupied 32 per cent. of the cultivated area of Berar. The working of the two Government farms yielded no important results. Six Berar scholars are studying veterinary surgery in Bombay, in order that they may be employed in combating cattle disease. The number of stallions kept for covering Berar ponies was increased; and an attempt was made to introduce mule-breeding.

Bengal

The year 1886-87 was a season of good harvests, and of comparative agricultural prosperity over nearly the whole of Bengal. The out-turn of both autumn and spring crops was, on the whole, above the average, though in some places the winter harvests suffered from inundations. The prices of rice and pulse ruled lower than had been known for the past 10 years. The price of wheat, which is grown mainly in Behar, remained steady, by reason of the demand for exportation. The permanent establishment of an agricultural department in Bengal was sanctioned during the year. Much of the Directors' attention was devoted to the settlements, and to the record of rights now being prosecuted under the Tenancy Act and on Government estates in different parts of Bengal. A careful inquiry by two Bengali officers was instituted into the agricultural economy of the Dacca and Mymensing districts, and it is intended to extend the investigation gradually over all the districts of Bengal. Under the direction of a Bengali officer, trained at the Cirencester Agricultural College, systematic effort was made to eradicate silkworm disease by examining and selecting all seed (eggs) used for rearing worms. Some success was achieved; the silkworm rearers, mostly ignorant folk, accepted Mr. Mukerji's teaching and guidance more readily than they had done the instructions given by European experts. Mr. Mukerji is now in Europe studying the science of silk-rearing and silk-producing on the methods most approved in the silk districts of France and Italy. The importance of this undertaking to the silk districts of Lower Bengal may be judged from the fact, that the export of raw silk from Calcutta has, in great part owing to disease among silkworms, fallen from 1,083,198 lbs. in 1848 to 24,093 lbs. in 1886.

Some few bulls of improved breed were introduced into herds on Government estates or on the lands of large zamindars. Some tons of bone manure were bought by ryots, who had previously tried small quantities, that had been distributed gratis. Useful agricultural experiments were made on the Dumraon Estate in Behar, where the Maharaja holds a yearly agricultural show.

The Calcutta Botanical Gardens completed the hundredth year of its establishment. Considerable additions were made to the herbarium; and 46,104 plants, as well as 2,532 packets of seed, were distributed from the gardens.

Few agricultural statistics are yet available for Bengal. Of the chief staple exports by sea from Bengal, jute increased by 3 per cent., rice fell by 6 per cent., tea rose by 15 per cent., indigo rose by 15 per cent., cotton rose by 85 per cent., wheat rose by 67 per cent., as compared with the previous year. Most of the tea, cotton, and wheat was produced beyond the limits of the Province of Bengal.

The

The rainfall of 1886 was full and seasonable in the Brahmaputra Valley, but was excessive in the Surma valley, especially in the Sylhet district, where the rice crop was the shortest known for many years, and prices ruled high for a short time. The potato crop of the hill districts was short; and the price of potatoes, owing to the extension of this crop, was about one-third of the price ruling in 1883-84. The result of 708 crop-testing experiments showed the average yield of autumn (or early) rice to be 1,207 lbs. of paddy per acre, and the average of 341 experiments gave the yield of winter (late) rice at 1,512 lbs. of paddy per acre. Attempts to extend the cultivation of *eri* silk have not succeeded; the teaplanter, who took up the experiment, have not carried it through; further attempts are being made by Assamese landholders. Specimens of *muga* silk sent to England have been found useless for ordinary manufacturing purposes.

AGRICULTURE
Assam.

The year was marked in the North West Provinces and Oudh by an unusually heavy rainfall. Damage was done to the autumn crops, and the spring harvests suffered from unseasonable showers in March. But there was no general or severe failure of crops; and the year was one of fair prosperity. The business of revising and inspecting the yearly village papers and record of right is progressing well; there is a school for training village accountants (patwaris) in every district but two; the average daily attendance of patwaris was 1,328; during the year 2,000 patwaris passed in all subjects; and 7,460 patwaris have still to pass the tests out of a total strength of 30,878. The experimental farms at Cawnpore and Meerut were not financially successful; but to the latter, agriculturists resorted freely at all seasons, and a native landholder organised a farm on the same lines in the neighbourhood. Something was done in the matter of distributing white wheat seed, and of supplying bulls of selected breeds, to landholders who applied and were ready to pay. Eighteen sets of apparatus for boring wells are now in use; where trained workmen were employed and carefully supervised, these appliances have been found valuable aids to economical and successful wellsinking.

North West
Provinces and
Oudh.

In the Central Provinces the rainfall of the year was scanty and irregular. Rice and linseed crops gave less than half the ordinary yield; the wheat and millet crops were fair; and the cotton crop was better than the average. Prices of food ruled high. There was some distress; but landowners undertook many works of improvement, and there was little need for Government to open relief works. The year was marked by a great falling off in the area under linseed, and a large increase in the breadth sown with cotton. Exports of produce from the Central Provinces varied with the character of the season: rice and linseed exports decreased 50 per cent., wheat exports increased 8 per cent., and cotton exports increased 70 per cent. over the figures of the preceding year. The results of the Nagpore experimental farm were not satisfactory; but the adjoining sewage farm was successfully worked by native cultivators. Careful experiments were made on 594 holdings, to test the average yield of staple crops. The result tended to show that the yield per acre of wheat, millet, and some other crops might be in excess of the estimates previously made; but further experiments must be prosecuted over a series of years before such a conclusion can be fully accepted. There was little cattle disease during the year. No steps were taken to improve the breed of cattle.

Central Province

The rainfall in Lower Burma was full and seasonable, and the rice harvest was good. The rice exports amounted to 1,078,841 tons, within 1,000 tons of the export of 1882, the largest ever known. One-eighth of the total exports went to Upper Burma, where the crops had been short. The exports of rice from Burma to Europe were 709,957 tons, and to the Straits or China 243,707. The rice exports from Saigon and Bangkok to Europe were 9,000 and 39,000 tons respectively. By reason of the fall in the gold value of silver, exporters were able to pay for rice a price which was very remunerative to the producers. Eighty-five per cent. of the cultivated area in Lower Burma was under rice, and as yet no other staple crop has been cultivated on a large scale. Oil seeds, maize, other millets, cotton, tobacco, and sugarcane are gradually extending, and the area under fruit orchards is large. Attempts to introduce jute, indigo, and wheat have,

Lower Burma.

AGRICULTURE.

so far, failed. The comparatively dry belt of country in Upper Burma grows grain, cotton, millets, and some little wheat, and the area under these crops will increase largely as the country settles down and means of communication are improved. The Government experimental farm has been given up. The American expert who had been working to improve the tobacco culture of Burma has not been re-engaged. In some of the chief tobacco tracts the ryots have been convinced that, by selecting the seed and by curing the leaf in the shade instead of in the sun, a product is secured which fetches two or three times as high a price as Burmese tobacco cured after the old methods. The attempt by Messrs. Thompson and Mylne, of Shahabad, to form a settlement of agricultural immigrants from Behar on the rice lands of Pegu has not yet succeeded. Cattle disease was severe in three districts. Twenty-six Burmans, trained as veterinary assistants, were employed in coping with cattle disease; some of them did good service. The small Arab stallions kept for covering pony mares continue to be appreciated by the people.

Madras.

The rainfall of the year was full and favourable to agricultural operations in Madras. Some harm was done by floods in the north, and by insufficient rain in the south. Prices of food grains ruled low; fodder and pasture were abundant, and the condition of cattle was good. The Director of Agriculture and his staff are continuing the examination of agricultural circumstances in each district; this year the Karnool district was completed. The connection of Government with the Saidapet farm ceased during the year. An assortment of selected agricultural implements were carried through five districts, and exhibited at work in all the important towns and villages; these exhibitions were attended everywhere by large numbers of people, and 384 improved ploughs, as well as 310 sugar mills, were bought by ryots. Experiments were made with English barley and wheat in the Nilgiri district; the former succeeded; the latter failed. Something was done towards improving the breed of cattle and ponies. Out of the agricultural grant of the year 54 per cent. was spent in combating cattle disease.

Bombay.

The rainfall in Bombay was full. In Sind the inundations of the Indus were timely, and the season was favourable to agriculture over the whole Presidency, except a part of Gujerat. The autumn crop area was larger, and the spring crop area smaller, than usual. Prices of food were lower than usual in the Deccan, and higher in Gujerat. There was a considerable increase in the breadth under cotton, the chief export staple of the Bombay Presidency. The business of regularly inspecting the village agricultural papers was carefully done. The Government farms in Khandesh and Sind worked satisfactorily; the area of the Bhadgaon farm, not devoted to experiments, yielded a substantial profit after paying all expenses. The agricultural pamphlet issued by a native association, who manage an experimental farm in the Kaira district, has an increasing circulation, and the association held a successful agricultural show on their farm. Distribution was made of foreign wheat and cotton seed, with successful results. The veterinary college, recently established at Bombay, is educating scholars, who are sent thither by district boards to study the treatment of cattle disease. The returns of agricultural stock show an increase in all districts except Sattara, where cattle disease was specially severe. The number of horse stallions kept in the districts was increased from 89 to 122, and the number of donkey stallions from 23 to 32. Mule-breeding is confined mainly to Sind and Cutch. The entries of horses, mares, and foals increased at six cattle shows, and decreased only at one show. All these shows are reported to be successful, and considerable improvement was observed in the animals competing, especially in the brood mares and the young stock.

CROP FORECASTS.

The agricultural departments of the several provinces now publish forecasts, month by month, of the areas under, and the prospects of harvest of, the more important staples, namely,—

Wheat.		Cotton.
Oil seeds.		Jute.
Burma rice.		

These

These forecasts are believed to be of use to the mercantile community. They give the area under these important crops far earlier than they could be ascertained by any private agency. AGRICULTURE.

The area under tea during the last three years has been :—

TEA.

	Acres.		
	1885.	1886.	1887.
Assam - - - - -	189,852	197,510	203,903
Bengal - - - - -	55,698	63,430	69,715
Other provinces - - - - -	22,260	22,935	22,766
TOTAL - - - - -	267,810	283,925	296,414

The cultivation continues to extend in the two chief tea-growing provinces. The yield per acre in good tea districts is between 300 and 400 lbs. of average tea. The season was favourable to the tea crop in Assam and Bengal. The total tea yield of 1886-87 was estimated at about 82,000,000 pounds, while the export of tea from Calcutta in 1886 was 80½ million pounds. According to British returns, the importations of Indian tea into the United Kingdom during 1887 were 97¾ million pounds, as compared with 15 million pounds in the year 1871. The importations of China tea into Great Britain during 1887 were 118¾ million pounds. Reports from China attribute the decline of the China tea trade with England to the fact that China tea is not so carefully cultivated or picked; that China tea is not so skilfully rolled or dried, and is not so well packed as Indian tea. The China article, moreover, is burdened with an export duty of about 35 per cent. *ad valorem*, whereas Indian tea pays no export duty.

The area under coffee was, approximately,—

COFFEE.

Coorg - - - - -	80,570 acres.
Madras - - - - -	53,094 „
Mysore - - - - -	137,657 „
Travancore, Cochin, &c. - - - - -	4,505 „
Total - - - - -	275,826 acres.

The decrease in the coffee area, which has been apparent for some years, continued during 1886-87, except in Coorg, where certain upland plantations were last year measured and assessed for the first time. The average yield of coffee was about 1½ cwts. per acre, giving a total yield of about 416,000 cwts.; the coffee imports of the year were 21,000 cwts.; and the exports were 370,000 cwts. The yield of the crop of 1886-87 was below the average.

The area under cinchona consists of 3,052 acres of Government plantation in Sikkim and the Nilgiri hills, and 11,417 acres of private plantations. The yield of the Sikkim plantation was 225,631 lbs. of dry bark; this was worked up into 6,790 lbs. of febrifuge or quinine, of which 5,885 were consumed by Government hospitals and dispensaries, or by the public. The Nilgiri harvest of 124,333 lbs. dry bark was mostly sold in open market. The yield of private plantations is returned at 626,146 lbs.; the price of bark and of quinine was very low, by reason of the large export of bark from Ceylon. The Sikkim plantations more than covered their expenses by the yield of febrifuge and quinine; and the benefit to the people of India from the cheapness of the drug was great. The Sikkim plantations are being replanted with the more valuable species of cinchona, and no more of the *succirubra* variety is being planted. CINCHONA.

106 STATEMENT EXHIBITING THE MORAL AND MATERIAL

COTTON.

The last year showed a decrease in the cotton area; but the figures for 1885-86 show some recovery, thus—

	Acres under Cotton Cultivation.		
	1883-84.	1884-85.	1885-86.
Berar - - - - -	2,026,923	1,959,402	1,846,470
Bombay and Sind - - - - -	2,968,306	2,375,000	2,225,000
Madras - - - - -	1,770,390	1,507,148	1,605,206
Bombay Native States - - - - -	2,103,538	2,475,000	2,700,900
North-West Provinces - - - - -	1,685,497	1,573,095	1,587,346
Oudh - - - - -	74,047	94,115	72,030
Punjab - - - - -	602,534	792,996	1,035,614
Central Provinces - - - - -	680,390	579,604	595,962
Nizam's Dominions - - - - -	1,149,780	910,610	953,170
Mysore - - - - -	81,228	21,324	29,128
Lower Burma - - - - -	10,454	9,346	9,142
Assam - - - - -	38,699	38,815	42,131
Rajputana - - - - -	-	-	536,444
Central India - - - - -	-	-	295,382
	13,352,536	12,397,055	13,533,025

The breadth under cotton in Bombay and Berar continues to decrease; but there is a large increase in the area returned under native states. The cotton yield was, on the whole, fairly good for the year, to which the foregoing figures pertain. The export of raw cotton from India was:—

1884-85 - - - - -	13,286,367 cwts.
1885-86 - - - - -	10,777,204 "
1886-87 - - - - -	13,468,429 "

WHEAT.

The ascertained and estimated area under wheat, and the estimated out-turn up to April 1888, is given at:—

Province.	Supposed Average Area under Wheat.	Supposed Normal Out-turn.	Area Cultivated with Wheat in 1887-88.	Estimated Out-turn in 1888.
	Acres.	Tons.	Acres.	Tons.
Punjab - - - - -	6,765,000	2,014,671	6,179,800	1,658,506
North-West Provinces and Oudh - - - - -	5,081,500	1,803,150	4,952,354	1,907,000
Central Provinces - - - - -	3,967,000	845,870	4,601,683	1,138,800
Bombay - - - - -	2,871,000	733,961	3,610,054	862,475
Berar - - - - -	855,000	128,230	1,052,918	154,727
Bengal (estimated) - - - - -	1,267,516	357,613	1,085,212	306,000
Rajpootana " - - - - -	1,984,554	417,208	1,514,565	365,799
Central India (estimated) - - - - -	3,500,000	500,000	2,884,765	508,408
Nizam's Territory " - - - - -	1,016,743	65,328	1,067,022	102,828
Mysore (estimated) - - - - -	17,000	2,019	5,669	752
Cashmere " - - - - -	500,000	133,333	500,000	132,333
TOTAL - - - - -	27,825,313	7,091,383	26,834,882	7,148,628

Thus,

Thus, though the area under wheat has shrunk somewhat, a larger out-^{WHEAT.}turn was estimated than in the previous year. The wheat exports from India during the past six years have been :—

—	Tons.	—	Tons.
1882-83	707,220	1885-86	1,053,025
1883-84	1,047,824	1886-87	1,113,167
1884-85	792,714	1887-88	676,908

The decrease in the past year was due mainly to the short crop in the Punjab and Central Provinces, to the need for replenishing stocks, to the lowness of prices in Europe, and to the large imports into Western Europe from other sources. Owing to the bad wheat crops of 1888 in Western and Central Europe it is expected that Indian wheat exports will recover. In London contracts have already been made for the delivery of Indian wheat of the 1889 crop, which is as yet unsown, at prices reaching 35 s. a quarter, an advance of more than 10 per cent. on prices ruling last year.

MINES AND MINERAL RESOURCES.

Out of 105 collieries there were 69 at work during the year. They employed 24,794 hands, as compared with 22,745 in the previous year, and the total output of coal rose from 1,294,221 tons to 1,388,487 tons. The total imports of coal from Europe and Australia during the year were 765,668 tons. The largest proportional increase took place at the Assam and Umeria coal-fields. The Nizam's railway has now reached the Singareni coal-fields, in the Kistna Valley, so that before long that coal will displace imported coal on the Hyderabad railway, and on a part of the Madras railway system. Arrangements are being made for using coal from the Dandot mine on a part of the Punjab railway system; and investigations are being made into the three known coal-bearing areas of Upper Burma. The Chindwin coal is already used to some extent on river steamers. Coal from the Assam mines is said to have come into the Calcutta market, and to fetch as much as Rs. 14 per ton.

MINERAL
RESOURCES.
Coal.

The companies for working petroleum on the Arakan coast have failed, and earth oil there is raised only by native workers on a limited scale. The Upper Burma oil-field, near Yenangyoung, is being prospected, and the old oil-wells are being worked under the same system as under the Burmese rule. The oil is brought down to Rangoon, to a refinery. It yields a comparatively small proportion of burning oil, and the industry is not at present flourishing. At the end of the year the Khatun oil-field in Baluchistan was still being investigated, and it is hoped that it may pay to burn this oil in locomotives on the Quetta railway.

Earth Oil.

Iron is worked to a limited extent, after native methods, in all provinces and in many districts. The Barrakur iron works, which have, within a radius of five miles, excellent coal, iron, and lime, did not pay during the year, the stock of pig iron rose from 677 tons to 3,683 tons, and there were few buyers. Everywhere English iron is in common use, and generally undersells the local product.

Iron.

Though copper ore is found in many parts of India, and was worked in old times, and though some little copper is still worked in Rajputana, nearly all the copper used in India comes now from Europe, China, and Australia.

Copper, Lead,
Tin.

Lead is found in great quantities; but the company formed to work the rich lead mines of Tenasserim was at a standstill; and the only lead workings, of which report was made during 1886-87, were the mines in the Shan States, some of which were visited by an officer of the Geological Survey.

**MINERAL
RESOURCES.**

Tin is produced by Chinese miners in the south of the province of Tenasserim ; but the Mergui mines are not nearly so productive as tin mines further down the Malay peninsula.

Gold and Silver.

The gold sources of Mysore are being worked, and the industry has been a source of some revenue to the Mysore State ; attempts are still being made to work gold in the Wynaad district of Madras. Altogether five mines are returned as having been worked in Mysore and the Madras Presidency. Only one mining company is said to be in a flourishing condition, and the Mysore Government report the output of that Company to be about 2,000 ounces of gold a month. Though extensive areas have been granted for gold mining in Mysore, "actual mining operations have been carried on only in a very small and insignificant proportion of the areas taken up, and in no case has the work been carried on by the applicants for the grant themselves." The Mysore Government has therefore declined to grant any more gold-mining leases unless the applicants guarantee to begin work, and to secure a minimum output of gold within a limited time. No gold sources, except river sand, yielding a very poor out-turn as with gold workings in continental India, have yet been discovered in Upper Burma. The only silver mining of which report has been made, is the extraction of silver from lead works in the Shan hills. Many silver mines are reported to exist in the Shan hills, but as yet only one or two sites on the western edge of the Shan States have been visited.

Rubies, &c.

The Burma ruby mines, the only source of first-class rubies in the world, are not yet scientifically worked. The mines were examined in 1888 by a mining expert sent out by the Secretary of State ; and they are reported to be very valuable. Rubies exist, and are worked from the layers of gravel and earth below the surface, and also from clefts in the magnesian limestone, which is the matrix for the gems. As yet very little revenue has been gained from these mines, which belong to the Government. The late King of Burma used to get in some years as much as Rx. 15,000 from the mines. The working is, however, at present clumsy, unscientific, and wasteful. It is expected that when machinery and experience are brought to bear on the ruby sources a much larger output of rubies will be secured. By recent accounts it appears that about Rx. 110,000 worth of rubies were despatched and insured by parcel post from Mandalay to Calcutta during the 12 months of 1887-88. No satisfactory results were gained by prospectors for diamonds who visited a part of the Deccan, which is reputed to have yielded diamonds several centuries ago.

XI.

PUBLIC WORKS.

The public works of India are classed under three heads, viz., Railways, Irrigation, and Buildings and Roads. The last-named division comprises miscellaneous works of public improvement, including lighthouses and harbours. PUBLIC WORKS.

The annual expenditure on public works is met partly from money raised by loan and partly from the ordinary revenues of the year, *i.e.*, by taxation. For the railways and the more important irrigation systems, distinct capital and revenue accounts are kept, but for the smaller works of irrigation, and most of the works included in the class of buildings and roads, no capital accounts are kept, though a distinction is made in the accounts between expenditure on new works and expenditure on repairs to existing works.

The following statement of the total receipts and expenditure under the head of Public Works for 1886-87, is compiled from the Finance and Revenue Accounts of the year.

RECEIPTS.	
	Rs.
Railways - - - - -	14,477,769
Irrigation - - - - -	1,656,795
Buildings and Roads - - - - -	727,574
	16,862,038

EXPENDITURE (exclusive of that charged under Special Defence Works).

	Charged to Revenue.	Not Charged to Revenue.
<i>Railways:</i>	Rs.	Rs.
Construction - - - - -	183,077	5,123,105
Ditto from Famine Relief Grant -	200,000	—
On Revenue Account - - - - -	15,666,427	—
<i>Irrigation</i> - - - - -	2,810,654	547,379
From Famine Relief Grant - - - - -	107,979	—
<i>Buildings and Roads:</i>		
Military Works - - - - -	1,061,638	—
Civil Works - - - - -	4,140,129	—
TOTAL - - - - -	23,669,904	5,670,484

A capital charge of 4,914,546 *l.* was also incurred during the year in the redemption of liabilities. This sum represents the amount of India 3½ per cent. stock issued in redemption of annuities, for the most part in connection with the Scinde, Punjab, and Delhi Railway, which was taken over by the State in the preceding year. A small portion, viz., 2,925 *l.*, was for redemption of the East Indian Annuity and Debenture Stock.

110 STATEMENT EXHIBITING THE MORAL AND MATERIAL

PUBLIC WORKS.

The harbours of the three Presidency towns are under the administration of port trusts, and loans to the extent of Rx. 915,385 were advanced by Government during the year to these trusts.

RAILWAYS.

RAILWAYS.
Classification.

The three systems on which railways have been constructed and worked in India are the Guaranteed, the State, and the Assisted, though each of these, again, admits of sub-division. The original great trunk lines of India are due to the guaranteed companies. The contract between them and the Government was as follows: the Government gave the land required free of charge; it also guaranteed interest at the rate of 5 per cent. on the share capital raised with its consent, and a lower rate upon debenture capital. A general supervision of the working of the railway is also retained, and stores and troops are carried on favourable terms. If the net profits in any half-year fall below the amount of guaranteed interest the Government makes up the deficiency. If they exceed this amount the surplus is equally divided between the Government and the company. Moreover, the Government has the right of buying the undertaking at specified dates, on payment of the value of the shares calculated at their market price on the average of the three preceding years. In this way the East Indian Railway was acquired in 1880, the Eastern Bengal Railway in 1884, and the Scinde, Punjab, and Delhi Company's lines in 1885-86. In 1870 a new policy of railway development by the direct agency of the State was inaugurated; and in 1880-81 a return was made to the system of encouraging private enterprise by State assistance. The financial results yielded by Indian railways have been placed before the public as an indication to private enterprise of the returns to be expected from investments in future undertakings without a permanent Government guarantee. Two railway companies exist on this last basis, viz., the Bengal and North-Western and the Tarakessur Railway Companies. The capital for the Tarakessur Company was subscribed in India. The amount of assistance given to the subsidized or assisted railways varies, but it always includes a free gift of the land, and carries with it an option of purchase by the State.

Financial results to the State.

The following figures, taken from the Finance and Revenue Accounts of 1886-87, show the financial result of the working of the Railways in India:—

	Imperial.	Provincial.	England, including Exchange.	Total.
	Rx.	Rx.	Rx.	Rx.
REVENUE:				
<i>Railways:</i>				
State Railways - - - -	9,720,058	1,108,653	316	10,829,027
Guaranteed Companies (net traffic receipts) - - - -	3,647,116	-	-	3,647,116
Subsidized Companies (repayment of advance of interest) -	1,616	-	-	1,616
TOTAL - - -	13,368,790	1,108,653	316	14,477,759

PROGRESS AND CONDITION OF INDIA, 1886-87.

111

	Imperial.	Provincial.	England, including Exchange.	TOTAL.
RAILWAYS.				
EXPENDITURE:				
<i>Railway Revenue Account:</i>				
<i>State Railways:</i>				
Working expenses - - -	Rx. 4,554,385	Rx. 665,504	Rx. -	Rx. 5,219,889
Interest on debt - - -	2,027,269	396,179	778,920	3,202,368
Annuities in purchase of rail- ways - - -	-	-	2,308,625	2,308,625
Interest on capital deposited by companies - - -	347	-	472,859	473,206
<i>Guaranteed Companies:</i>				
Surplus profits, land and super- vision - - -	600,833	-	-	600,833
Interest - - -	10,648	-	3,711,216	3,721,864
<i>Subsidized Companies:</i>				
Land, &c. - - -	30,680	14,563	-	45,243
Miscellaneous railway expendi- ture - - -	81,270	13,129	-	94,399
TOTAL - - -	7,305,432	1,089,373	7,271,820	15,666,427

In these figures for expenditure are included all charges falling on the Government for management and working expenses of railways, for interest on their capital outlay, for land and control required by the companies and for miscellaneous items, such as head-quarters establishment and surveys. After meeting all these expenses the total charge to the State in 1886-87 was Rx. 1,188,668; a charge which in the next few years is expected to increase rather than to diminish as new lines, likely at first to be unremunerative, are being largely constructed.

The general results of the working of the various classes of railways in 1887 may be seen from the following table. The actual aggregate net profits realised by all the Indian railways, after excluding, as is usually done, the expenditure on steam-boat services, suspense items, and other indirect charges, amounted to 5.32 per cent. on the capital outlay, showing a falling off as compared with 1886, when the percentage of net receipts was 5.90:—

General results of the working of the railways.

CLASS.	Length of Line open on 31st December 1887.	Total Capital Outlay to 31st December 1887.	Total Number of Passengers Carried.	Total Weight of Goods Carried.	Gross Earnings.	Working Expenses.	Net Earnings.
		Rx.		Tons.	Rx.	Rx.	Rx.
State, Imperial - - -	7,309.96	97,485,591	37,202,992	10,035,173	9,122,433	4,302,933	4,819,500
State, Provincial - - -	1,507.01	15,048,864	12,837,714	1,947,324	1,492,114	800,187	692,927
Guaranteed Companies - - -	3,902.19	61,712,358	40,038,240	7,302,141	7,202,421	3,608,794	3,593,627
Assisted Companies - - -	505.02	3,722,514	2,349,809	401,865	319,014	191,428	127,586
Native States - - -	753.93	5,043,246	2,383,026	509,175	323,000	190,750	132,249
Total - - -	14,068.11	183,012,573	95,411,781	20,195,678	18,459,582	9,103,092	9,356,489
Total for 1886 - - -	12,864.78	170,498,910	88,436,318	19,576,365	18,704,536	8,930,982	9,773,553

RAILWAYS.

It will be observed that with an increase of 1,203.33 miles, or 9.35 per cent., in the open mileage as compared with 1886, the gross earnings show a decrease of Rx. 244,954, or 1.31 per cent., while the working expenses exhibit an increase of Rx. 172,110, or 1.93 per cent.; the net earnings showing a decrease of Rx. 417,064, or 4.27 per cent.

The total number of passengers carried, however, was better than in 1886 by 6,975,463, and the tonnage of goods moved by 619,313 tons.

The railway mileage open on the 31st of March 1888 was 14,383 miles, showing that in the 12 months then ended 988½ miles of railway had been completed and opened for traffic. In addition, there were then 2,487 miles of lines under construction or already sanctioned, of which 355 had received sanction in the year 1887-88. The chief sections of railway opened during the year were 167½ miles on the Southern Mahratta System, 95 miles of the Indian Midland, 90 miles of the Bellary-Kistna, 83 miles of the Cuddapah-Nellore, 118½ miles of the Sind-Pishin Section, and 203½ miles of the Sind-Sagar Section of the North-Western Railway, 50½ miles of the Lucknow-Sitapur-Sihramau Railway, 69½ miles of the Assam-Bihar Section of the Eastern Bengal State Railway System, and 70 miles of the Nizam's Guaranteed Railway. The chief extensions sanctioned were: 161 miles between Bilaspur and Umaria, 27 miles on the Khojak Extension, 69 miles in Kathiawar, 28¾ miles in the Kolhapur State, and 24½ miles for a railway from Sialkot to Jammu in Kashmir.

A new railway company, designated the Nagpur-Bengal Railway Company, was formed during the year for the purpose of taking over the existing Nagpur-Chattisgarh State Railway and constructing other lines, embracing in all a system of railways 784 miles in length. By the construction of these lines a new direct route will be opened up between Calcutta and Bombay, effecting a saving in distance of about 120 miles, while, at the same time, an immense territory in the Central Provinces of great productiveness will be opened to external trade.

Of the important bridges referred to in last year's report as then under construction, the two bridges over the Ganges, required for the Oudh and Rohilkhand Railway, have been completed and opened for traffic, the "Dufferin Bridge" at Benares having been formally opened by the Viceroy on the 16th December 1887. The Sutlej bridge at Ferozepore, the Jhelum bridge on the Sind-Sagar Railway, and the Indian Midland Railway bridge over the Jumna at Kalpi were also completed and opened during the year.

The Sukkur bridge over the Indus is still in progress, and a bridge over the Chenab near Sher Shah has now been commenced.

Among other important works which have been in progress during the year the Victoria Terminal Station in Bombay was finished, and the extension of the Sind-Pishin Railway to the British frontier north of the Amran range has been commenced. The latter includes a line about 27 miles in length, starting from the present terminus of the Sind-Pishin Section of the North-Western Railway at Killa Abdulla, piercing the range at the Khojak with a tunnel of about 2½ miles, and eventually reaching a point near the British frontier, three miles below Chaman.

The decrease in the traffic and in the receipts was most marked on the North-Western, the Bombay, Baroda, and Central India, and the Rajputana-Malwa Railways, and is attributable to the depressed state of the grain trade. On the North-Western Railway there was also a considerable falling off in the carriage of railway materials.

There was a satisfactory development of traffic on the Eastern Bengal and Southern Mahratta Railways.

GUARANTEED RAILWAYS.

The transactions of the guaranteed lines are illustrated by the following table. The rupee is converted into sterling at contract rates for the purpose of calculating the interest :—

RAILWAY COMPANY.	Capital Expended to 31st December 1887.	Net Revenue for Year ended 31st December 1887.	Guaranteed Interest for Year to 31st December 1887.	Interest in excess of Revenue.	Revenue in excess of Interest.	Surplus Profits earned by Guaranteed Companies during Half-Years	
						Ended 30th June 1887.	Ended 31st December 1887.
	£.	£.	£.	£.	£.	£.	£.
Madras - - - - -	10,456,434	204,003	521,585	257,582	—	—	—
South Indian - - - - -	4,597,406	154,249	210,356	56,107	—	—	—
Great Indian Peninsula - - -	24,784,516	1,945,727	1,187,842	- -	757,885	752,896	—
Bombay, Baroda and Central India.	8,544,452	647,975	411,168	- -	236,807	230,197	609
Oudh and Rohilkhand - - -	9,170,607	314,531	394,494	79,963	--	—	—
TOTAL - - - £.	57,553,535	3,326,485	2,725,445	- -	601,040	989,093	609
						989,702	
Corresponding figures for 1886 £.	57,337,830	3,378,242	2,702,701	- -	075,541	1,004,437	

IRRIGATION.

Irrigation works are divided into two classes, viz., "Major" and "Minor" works. The former class includes all the works which have been constructed from borrowed funds, and also the works known as "protective," whose cost has been met out of the annual grant for famine relief and insurance.

The cost of constructing, as well as of maintaining and working, minor works is met from the ordinary revenues of the year, and for the greater part of this class of works distinct capital and revenue accounts are not kept.

The financial results obtained during 1886-87, from working those canals for which full accounts are kept, are given in the following statement :—

	Capital Outlay to End of 1886-87 (Direct and Indirect).	Gross Receipts.	Working Expenses.	Net Receipts.	Percentage of Net Receipts on Capital Outlay.	Area Irrigated.
	Rx.	Rx.	Rx.	Rx.		Acres.
Major Works - - -	26,488,916	1,530,478	649,058	880,520	3.3	5,283,444
Minor Works - - -	3,965,821	409,885	212,846	197,039	4.9	1,740,632
TOTAL - - -	30,454,737	1,940,363	862,804	1,077,559	3.5	7,024,076

The following more detailed account of the irrigation works of India is given under the heads of the different provinces in which they are situated :—

IRRIGATION.

Ajmere Merwara.

In Ajmere Merwara the only means of irrigation are tanks and wells, which are dependent for their supply of water on the local rainfall; consequently a diminished rainfall, which, in provinces where canal irrigation from large rivers is available, increases at once the demand for water, and the revenues of the irrigation works, in Ajmere Merwara is unfavourable to the operations of the Department.

Owing to the small supply of water in the tanks in 1886-87, in consequence of deficient rainfall, the results of the year's irrigation compare unfavourably with those of the preceding year. The area irrigated, viz., 30,305 acres, shows a decrease of 4,432 acres. The assessed revenue, Rx. 11,497, also shows a decline from the figures of 1885-86, which were Rx. 12,119.

The result of the year's operations (excluding certain adjustments on account of transactions of previous years which have affected the present year's accounts) is that a net revenue of Rx. 9,118 has been collected, equal to 5.5 on the capital expenditure of Rx. 164,634.

Bengal.

In Bengal the results of the irrigation operations of 1886-87 are not satisfactory. With a decline in the area irrigated and in the receipts, there has been a considerable increase in the expenditure, and the revenue derived from the canal systems classed as major works has failed to cover the working expenses for the year. The minor works yielded a return of 2.5 per cent. on the capital outlay.

The following table compares the results of 1886-87 with those of the two preceding years:—

YEAR.	Capital Outlay to End of Year.	Receipts.	Expenditure.	Net Receipts.	Percentage of Net Revenue on Capital Outlay.	Area Irrigated.
	Rx.	Rx.	Rx.	Rx.		Acres.
1884-85 - -	6,773,184	188,650	155,187	33,472	0.4	504,550
1885-86 - -	6,881,318	211,928	145,921	66,007	0.9	480,078
1886-87 - -	6,971,157	191,220	167,544	23,676	0.3	417,821

A closer examination, however, shows that the results are not so unsatisfactory as they at first appear. The decrease in the area irrigated is practically confined to the Sone system of canals. In both the year under review and the preceding year, the rainfall was sufficiently abundant to make cultivation to a great extent independent of irrigation, and there was consequently a decrease in the demand for canal water. On the other hand, it is satisfactory to notice the steady increase of the number of five-year leases, which indicates that the people are learning to appreciate the advantages of insuring the development of their crops by leases which afford them a first claim on the available supply.

Continuous improvement has also to be recorded in the collection of arrears of canal revenue. Special measures were introduced in 1885 to check the accumulation of arrears, and the results obtained must, on the whole, be regarded as satisfactory.

The increase in the working expenses of the canals was due chiefly to floods and other exceptional causes. The results obtained from the working of

* The figures in this column represent the actual sums collected in each year, and include arrears properly belonging to previous years.

The assessments which, for the purpose of comparison, more accurately represent the earnings of each year, were as follows:—

	Rx.
1884-85 - - - - -	224,505
1885-86 - - - - -	197,060
1886-87 - - - - -	181,812

of the different canal systems in operation in the province are shown IRRIGATION-
separately in the following statement :—

CANAL.	Capital Outlay to End of 1886-87.	Receipts.	Working Expenses.	Net Receipts.	Percentage of Net Receipts on Capital Outlay.
<i>Major Works :</i>	Rx.	Rx.	Rx.	Rx.	
Orissa Canals - - - -	2,301,468	17,961	52,064	- 34,103	—
Madnapore Canal - - - -	844,557	23,419	23,525	- 106	—
Hidgellee Tidal Canal - - - -	184,080	5,440	2,364	3,076	1·6
Sone Canals - - - -	2,589,081	91,843	61,356	30,487	1·2
Total Major Works - - - -	5,919,181	138,663	139,309	- 646	—
<i>Minor Works and Navigation :</i>					
Savun Canals - - - -	69,041	1,243	2,866	- 1,623	—
Calcutta and Eastern Canals - - - -	522,328	48,365	19,226	29,139	5·6
Orissa Coast Canal - - - -	382,472	2,049	6,143	- 3,194	—
Total Minor Works - - - -	974,441	52,557	28,235	24,322	2·5
GRAND TOTAL - - - -	6,893,572	191,220	167,544	23,676	0·3

It will be seen that the financial position of the two great irrigation systems of Bengal, viz., the Orissa and Sone Works, continues to be unsatisfactory. Improvements have been made in the administration of these canals of late years; but, without resorting to the expedient of a compulsory water rate, there is little immediate promise of their becoming remunerative. In Orissa an opportunity may be afforded in 1897, when the re-settlement of the province is made, of a much higher assessment of the land revenue, and of an improvement by that means in the position of the canal.

A large portion of the revenue from the irrigation canals is due to receipts from navigation, and the canals which have been constructed for traffic only, namely, the Calcutta and Eastern, the Tidal, and the Orissa Coast Canals, are, on the whole, more remunerative than the other works in the province designed chiefly for irrigation. There were 603 miles of canal open for navigation during the year, and the receipts from the traffic amounted to Rx. 78,562, against Rx. 82,422 in the preceding year. The decrease is ascribed mainly to slackness of trade.

The works included under the head of Irrigation in Burma consist entirely of the embankments of the Irrawaddy river. Burma.

The net revenue derived from these works amounted in 1886-87 to Rx. 52,257, and was equivalent to a percentage of 16·5 on the capital outlay, which, at the end of the year, amounted to Rx. 315,489.

The exceptionally favourable nature of the rainfall of 1886-87 in the North West Provinces and Oudh was the cause of a large decline in the area under irrigation compared with preceding years, and of a consequent decrease in revenue. The results for the past six years are compared in the following table :— North West
Provinces and
Oudh.

YEAR.	Area Irrigated.	Net Assessed Revenue.	Percentage of Net Revenue on Capital Outlay.
	Acres.	Rx.	
1881-82 - - - -	1,915,848	408,137	6·14
1882-83 - - - -	1,073,636	420,292	6·23
1883-84 - - - -	2,297,074	502,131	7·82
1884-85 - - - -	1,617,016	312,877	4·26
1885-86 - - - -	1,709,671	354,462	4·71
1886-87 - - - -	1,478,003	257,689	3·34

IRRIGATION.

The total capital outlay for the year was Rx.190,879, out of which Rx.161,283 was expended on the Lower Ganges Canal. The chief work in hand on this canal was the new Kàli Nadi Aqueduct at Nadrai. On the Agra Canal progress was made with the dock at Okla, and in the construction of distributary channels. On the Eastern Jumna Canal the remodelling of the main line was continued, and considerable progress was made in completing the drainage system. Expenditure amounting to Rx.14,071 was incurred on the Betwa Canal, which is a protective work. About 85 miles of distributaries on this canal were completed during the year, in addition to nearly 20 miles of the main canal and branches.

The falling off in revenue, owing to the very favourable and well-distributed rainfall of the year, is apparent in all the larger works, and in nearly all the minor works. The results obtained for the year from the working of each of the canals included in the class of major works are shown in the following statement :—

CANAL.	Capital Outlay to End of 1886-87.	Receipts.	Working Expenses.	Net Receipts.	Percentage of Net Revenue to Capital Outlay.
	Rx.	Rx.	Rx.	Rx.	
Ganges - - - - -	2,814,243	265,227	91,662	173,565	6.16
Lower Ganges - - - - -	3,004,396	126,449	84,100	42,349	1.40
Agra - - - - -	898,901	61,399	29,983	31,356	3.48
Eastern Jumna - - - - -	311,065	92,017	22,090	69,927	22.43
TOTAL - - - - -	7,029,145	545,032	227,835	317,197	4.51

On the Betwa Canal (protective work) there was a deficit of Rx.5,565. The minor works produced a net revenue of Rx.3,669, equal to a percentage of 1.3 on the capital outlay of Rx.275,064.

The returns relating to navigation on the Upper and Lower Ganges and Agra Canals show that the revenue collected in 1886-87 was Rx.3,155, against Rx.2,570 in 1885-86, and the traffic amounted to 133,573 tons, against 122,716 tons in the previous year. On the other hand, there was a decline in the number of passengers carried from 12,249 in 1885-86 to 3,318 in 1886-87, which is attributed to the opening of the railway to Hardwar.

Punjab.

In the Punjab the year's irrigation was financially successful, and showed satisfactory promise of further progress.

The area under irrigation was the largest on record, and exceeded the area irrigated in the previous year by 163,073 acres. Some portion of this increase must be ascribed to the drought in the later months of the rabi season, which caused a large demand for canal water. The progress of irrigation in the Punjab during the last four years will be seen from the following statement :—

YEAR.	Capital Outlay to End of Year.	Area Irrigated.	Assessed Revenue.
	Rx.	Acres.	Rx.
1883-84 - - - - -	5,033,284	1,652,068	446,088
1884-85 - - - - -	5,304,742	1,614,288	397,648
1885-86 - - - - -	5,529,989	1,787,567	437,273
1886-87 - - - - -	5,746,169	1,950,640	468,806

The figures in the foregoing statement exclude the portion of the expenditure on the Sirhind Canal contributed by Native States, which now amounts to Rx.1,285,188. This great work, which will eventually comprise 536 miles of canal and 3,877 miles of distributaries, and cost upwards of 3½ crores of rupees, is now approaching completion; 1,284 miles of distributaries were constructed

constructed during the year, leaving 842 miles of distributaries to complete the system.

The irrigation canals in the Punjab are of two descriptions, viz., the perennial canals, constructed with permanent head works and weirs, and the inundation canals, of which the heads are open, and which depend for their supply of water on the annual floods of the Indus and its tributaries. The working of the inundation canals has in some instances shown much more favourable results than those obtained from the more costly perennial works. In the case of the Lower Sutlej and Chenab inundation canals, the net revenue for the year was equivalent to a return of 195·7 per cent. on the capital invested. The major works, exclusive of those classed as protective, yielded a return of 3·44 per cent. on the capital expenditure; the largest return being that from the Bari Doab Canal, which was 6·85 per cent. Taking the whole of the irrigation works together, the net revenue collected was Rx. 197,494, and yielded a percentage of 3·43 on the capital outlay.

An addition was made during the year to the major works in operation by the opening of the Sidnai Canal, which is an inundation canal from the Ravi, and comprises 37 miles of main canal and 112 miles of distributaries.

An encouraging feature in the report of this year's operations is the rapid development of irrigation from new works. In the case of the Swat River, the Sirhind, and the Sidnai Canals, the areas taken up for irrigation surpassed expectations.

All the existing irrigation schemes in the Punjab are now approaching completion. Projects for two new schemes are under consideration. One is a canal from the left bank of the Jhelum, and the other a branch of the Western Jumna Canal in the direction of Sirsa.

The two chief crops to which irrigation is applied in the Punjab are wheat and cotton; 745,514 acres of the former crop, and 212,779 of the latter, were irrigated during the year. The entire value of the crops irrigated during 1886-87 is estimated at Rx. 5,675,850, which is 111½ lakhs higher than the corresponding figures of the previous year.

The favourable season of 1886-87 in Madras caused an extension of the Madras area under irrigation of 116,979 acres as compared with the previous year.

The increase in the area of irrigation was general under all classes of works, though the greater part of it occurred in the large division of works for which distinct capital and revenue accounts are not kept. In the following table the financial results of the present and preceding years on those works for which full accounts are kept are compared. In Madras the water rates, which yield the bulk of the irrigation revenue, are collected with, and on most of the works are consolidated with, the land revenue, while the direct revenue comprises only navigation and other miscellaneous receipts collected in the Public Works Department. The favourable results obtained from irrigation in Madras are chiefly due to the highly successful working of the great delta systems of irrigation from the Godaveri, Kistna, and Cauvery, which yielded net profits equivalent to 11, 10·5, and 39 per cent. respectively on the capital outlay to the end of the year.

YEAR.	Capital Outlay to End of Year.	Area Irrigated.	Revenue.	Working Expenses.	Net Revenue.	Percentage of Net Revenue on Capital Outlay.
	Rx.	Acres.	Rx.	Rx.	Rx.	
1885-86 . . .	• 6,003,512	2,091,324	425,578	159,984	265,594	4·4
1886-87 . . .	• 6,158,074	2,050,181	437,484	133,314	304,170	4·9

* Exclusive of expenditure on the Barur Tank and Rushikulya project, which are under construction.

In addition to the works to which the figures in the preceding statement relate, there is a large class of works in Madras for which distinct capital and revenue accounts are not kept. The area irrigated by these works in 1886-87 was 2,688,228 acres, and the revenue derived from them exceeded the expenditure for the year by Rx. 707,579.

IRRIGATION.

The capital outlay during the year on those works for which full accounts are kept amounted to Rx. 140,562, of which the greater part was expended on the class of major works. The chief works now under construction are the Barur Tank and the Rushikulya projects. The former is a scheme for the improvement of several existing tanks (of which the Barur is by far the largest) by building an anicut across the Pennair River. The expenditure on this project had by the end of 1886-87 reached the sum of Rx. 28,197, out of an estimated total of Rx. 42,530. The Rushikulya project was commenced in 1884. It is a scheme for utilising the waters of the Mahanuddy and Rushikulya rivers by means of canals to be used both for irrigation and navigation. Two large reservoirs will also be formed to supplement the supply of water in the rivers. Rx. 22,232 was expended during the year on this undertaking, the ultimate cost of which is expected to be Rx. 286,024.

Progress, represented by an expenditure during the year of Rx. 14,282, was made in the improvement of the Buckingham Canal, a salt water navigation canal which extends for 262 miles along the east coast, and connects Madras with the Kistna and Godaveri delta systems. The canal is at present worked at a loss, which, however, shows signs of diminution. Considerable importance is attached to this work as providing a cheap means of transport, especially in times of famine.

The area of operations of the "Tank Restoration Scheme" was extended during the year under review from 6,375 square miles to 7,769 square miles. The number of irrigation works investigated under this scheme now amounts to 718.

Sanction for the construction of the Periyar project was conveyed to the Government of Madras in May 1886, but owing to financial pressure it was not found possible to allot any funds for the prosecution of the work. The object of the scheme is to divert to the eastern side of the Ghâts the waters of the River Periyar, which rises on the western side and flows into the sea near Cochin. This purpose will be effected by the construction of a concrete dam, 155 feet in height, above the bed of the river, and a subterranean aqueduct through the watershed ridge, 6,650 feet long, by which the water will be passed into the Sooroolly, on the other side of the Ghâts. By this means the abundant rainfall on the western slopes of the Ghâts will be utilised for fertilising the districts on the eastern side, which have been frequently visited by drought. The work is expected to cost Rx. 643,991.

Considerable damage was caused to the Godaveri works by an extraordinary flood in the river, which reached a height, greater than any yet recorded, of 16.9 feet above the crest of the anicut. The river embankment and canal banks were breached, and upwards of 23,000 acres of crops destroyed.

Bombay.

In Bombay the capital expenditure on irrigation for the year was Rx. 58,416. More than half this sum was expended upon the Nira Canal project, of which ten additional miles were opened during the year, bringing the total length in operation up to 61 miles, commanding an irrigable area of 71,190 acres. Irrigation from the Mhaswad Tank was extended by the opening of Canal No. 2 in connection with it, on which the greater portion of the irrigable land depends. Judging from the eagerness displayed by the cultivators to get water, there appears to be every prospect of the tank being a success.

Irrigation in the Deccan and Gujarat continues to show little progress and very poor financial results. Out of 34 works for which full accounts are kept, only 16 yielded sufficient revenue to cover the working expenses. Of the class of "major works" the highest return during the year was from the Lower Panjhra River Works, which earned a surplus revenue equivalent to a percentage of 1.52 on the capital outlay to the end of the year. The total area irrigated by the works showed a considerable decline as compared with that of the preceding year. This was due to the favourable rainfall, which diminished the demand for canal water. At the same time the revenue derived from the works showed an increase. This may be explained by the circumstance that in the previous year water from the newly-opened Nira Canal and Mhaswad Tank had been granted free of charge.

The

The following table will illustrate the progress made by irrigation in the Bombay Presidency in recent years :—

YEAR.	Capital Outlay to End of Year.	Area Irrigated.	Revenue (Assessed).
	Rx.	Acres.	Rx.
1883-84 - - -	1,511,068	32,962	24,425
1884-85 - - -	1,772,342	39,655	24,770
1885-86 - - -	2,184,097	59,450	28,323
1886-87 - - -	2,242,513	42,628	30,347

In the case of several of the irrigation canals the usefulness of the works is much impaired by the uncertain supply of water in the rivers by which they are fed, and storage reservoirs are urgently needed whenever funds can be made available.

The whole of the works for which full accounts are kept produced together a net revenue of Rx. 9,505, or about 0.4 per cent. on the capital expenditure. In addition to these, there are numerous minor works for which only revenue accounts are kept. The net revenue for the year from this class of works amounted to Rx. 26,914.

It must be remembered that the receipts of the irrigation works in Bombay consist to a great extent of "occupiers'" or direct water rates, and are not supplemented by "owners'" rates, as in some other provinces; nor, with few exceptions, by a share of the land revenue.

Irrigation in Sind is dependent on the annual inundation of the River Sind. Indus, which rises in May and subsides in August. This river, from the shifting nature of its course, and the sudden and unexpected encroachments which it makes on its banks, often severely taxes the resources of the Irrigation Department, by cutting out or silting up the heads of the canals, and inundating and destroying the crops of the adjacent lands. In the year now reviewed a sudden erosion of the stream devastated a fine tract of land, three miles broad and ten miles long, in the Hyderabad collectorate, on which the finest rabi crops used to be cultivated. Much progress has been made in late years in the construction of bunds along the course of the river. The good effects of the river embankments in Upper Sind, which are now complete, have been very apparent in the year under review. By restraining the floods the inundation has been prolonged, and the water maintained at a high level in the river, to the great advantage of the irrigation operations. An indirect effect of great value, resulting from the maintenance of a high-water level, is that a large amount of labour, both of men and cattle, formerly employed in raising water, and in the laborious annual clearance of field channels, is set free for the actual work of cultivation. The amount expended during 1886-87 on the extension and improvement of bunds (independently of their maintenance) was Rx. 18,044.

The inundation of 1886-87 was a very good one, and the results of the irrigation operations of the year compare very favourably with those of the last five years, with which they are tabulated in the following statement:—

YEAR.	Area of Cultivation.	Total Canal Revenue.
	Acres.	Rx.
1881-82 - - -	1,601,986	334,574
1882-83 - - -	1,673,293	333,884
1883-84 - - -	1,540,831	330,705
1884-85 - - -	1,783,173	377,317
1885-86 - - -	1,739,919	357,734
1886-87 - - -	1,814,650	377,798

IRRIGATION.

Four of the canal systems in Sind are classed as major works; namely, the Desert Canal, the Unharwah, the Begari Canal, and the Eastern Nara Works. The financial results obtained from these works during the year were as follows:—

CANAL SYSTEM.	Capital Outlay to End of 1886-87.	Gross Receipts from all Sources.	Working Expenses.	Net Revenue.	Percentage of Net Revenue to Capital Outlay.
	Rx.	Rx.	Rx.	Rx.	
Desert Canal - - - -	115,784	10,481	4,891	5,590	4.8
Unharwah - - - -	92,844	4,409	1,594	2,815	8.6
Begari - - - -	100,085	26,119	7,668	18,445	11.0
Eastern Nara Works - - -	406,411	27,185	9,424	17,701	3.5
TOTAL - - -	811,724	68,188	23,577	44,611	5.5

On the other irrigation works in the province for which full accounts are kept the capital expended amounted, at the end of the year, to Rx. 321,118, and the net receipts from them amounted to Rx. 45,781, yielding a percentage of 14.2 on the capital outlay.

The capital outlay for the year was Rx. 24,064. The canals in Sind are, for the most part, old native works, which have been restored, improved, and maintained by the British Government. From the nature of inundation canals the control of the water which they carry is always uncertain, and to replace them by perennial canals with permanent head works would involve an outlay which would, under present circumstances, be prohibitive. The expenditure on them is, therefore, for the most part on small extensions and improvements, directed chiefly towards maintaining and regulating, as far as possible, the supply of water.

In Sind the revenue of the canals almost entirely consists of the share of the land revenue allotted to irrigation. Owing to the scanty rainfall cultivation is dependent on the artificial supply of water, and the consolidated revenue from the irrigated lands is divided in the proportion of 90 per cent. to irrigation and 10 per cent. to land.

BUILDINGS AND ROADS.

BUILDINGS AND
ROADS, &c.
General.

Excluding the sums charged under the head of Special Defence Works, the total expenditure on public works in India, other than railways and irrigation works, in 1886-87, was defrayed by imperial, provincial, and local funds in the following proportions:—

—	Imperial.	Provincial.	Local.	Total in India.	Expenditure in England.	Exchange.	GRAND TOTAL.
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Military Works - - -	1,059,013	- - -	- - -	1,059,013	1,908	717	1,061,638
Civil Works - - -	614,072	1,982,497	1,424,507	4,021,076	86,081	32,372	4,140,129
TOTAL, 1886-87 - -	1,673,685	1,982,497	1,424,507	5,080,689	87,989	33,089	5,201,767
TOTAL, 1885-86 - -	1,310,867	1,708,305	1,363,097	4,382,269	78,346	24,661	4,485,276

MILITARY WORKS.

On Military Works the full expenditure in 1886-87 was really Rx. 1,387,264, of which Rx. 1,061,638 was charged in the Finance and Revenue Accounts under Public Works, and Rx. 325,626 under the new head of Special Defence Works. Against these sums there was a set-off of Rx. 188,384 on account of receipts from Military Works. The expenditure in the previous year had been four or five lakhs below the normal allotment of Rx. 1,000,000, in consequence

consequence of the orders for the restriction of expenditure under all heads. The outlay on the Military Works undertaken in connection with the schemes of frontier and coast defence, included not only the sum of Rx. 325,626, charged under the head of Special Defence Works, but also Rx. 139,673, charged under the Ordinary Military Works head, making a total of Rx. 465,299. The most important works were improvements to the forts at Futtelgarh and Delhi, and fortifications at Mooltan, Ferozepore, Attock (where the bridge over the Indus was to be guarded), at Loralai, in the Bori Valley, where barracks and a fortified inclosure were constructed, and at the citadel of Quetta. Large purchases of Hotchkiss and heavy guns, costing 137,597 £, raised the expenditure in England on the Special Works to Rx. 202,516. The Coast Defence Works at Aden were energetically pushed on at an outlay of Rx. 90,363 within the year. Rx. 22,420 were also spent at Bombay; where, however, the whole scheme of defence has not been definitely decided upon, and work is therefore delayed. At Karachi some progress was made with the works of defence. In Lower Burma work on the fortifications at Rangoon was suspended for a time in consequence of alterations in the plans; Rx. 38,636 were, however, spent during the year.

BUILDINGS AND
ROADS: MILITARY
WORKS.

Of the total grant for Ordinary Military Works, amounting to Rx. 1,061,638, Rx. 214,613 represented the cost of establishment; Rx. 74,144, the cost of barrack furniture; repairs to old works cost Rx. 280,938, and Rx. 489,787 were spent on new works. The last sum includes about Rx. 265,000 spent on buildings for the accommodation of troops, mainly at Quetta, Fyzabad, Jhansi, Nowgong, Mandalay, Bhamo, Colaba and Aden, Rx. 118,000 on fortifications, and general cantonment works, chiefly in connection with the schemes of special defence, and Rx. 50,000 on military roads, of which the most important were the high level Bolan road, the Pishin roads connecting Quetta and Kach with the Kwaja Amran range and with each other, and the road between Cherat and Publi. The Bolan road was nearly completed, and good progress was made with the Pishin roads, but on the Cherat-Publi road work was delayed by the want of rain.

The expenditure on civil works falls under the three heads of Buildings, Communications, and Miscellaneous Works of Public Improvement. CIVIL WORKS.

The following statement shows the distribution of the total outlay in India on civil works for 1886-87 among the different provinces. The outlay from imperial and provincial funds is almost entirely in the hands of the Public Works Department, but the greater part of the expenditure from local funds is managed by the Civil Department, and is not under the control of the Public Works Department. The outlay from local funds administered by officers of the Civil Department is mainly confined to the construction and maintenance of roads.

EXPENDITURE in India on CIVIL WORKS in 1886-87.

	India (General).	Central Provinces.	Burma.		Assam.	Bengal.	North West Provinces and Oudh.	Punjab.	Madras.	Bombay.	TOTAL.
			Lower.	Upper							
Expenditure by Public Works Department:	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Civil Buildings - - -	62,263	19,103	86,806	53,521	18,535	165,827	133,506	82,770	89,732	215,545	877,258
Communications - - -	101,019	85,962	57,280	73,927	103,911	92,488	274,456	230,036	38,494	240,820	1,301,288
Miscellaneous Public Improve- ments.	853	2,093	7,087	15,554	4,137	23,623	4,340	17,481	17,862	21,770	114,802
TOTAL Works and Repairs -	167,135	107,220	101,123	143,002	126,583	281,883	412,392	330,287	146,098	478,135	2,293,348
Establishment - - - -	74,784	32,274	25,264	16,792	36,149	139,038	127,565	86,805	77,670	106,273	722,614
Tools and Plant - - -	6,297	2,018	5,993	1,595	1,409	11,455	4,010	1,231	4,064	8,776	46,913
Profit and Loss, Suspense, &c. -	2,373	— 518	— 517	10,161	— 335	7,792	— 1,770	4,675	4,577	— 444	25,999
TOTAL Expenditure by Public Works Department - - -	251,589	140,999	131,868	171,550	163,866	439,668	542,197	422,998	232,399	592,740	3,088,874
Expenditure by Civil Department -	2,382	21,501	10,035	- -	2,360	379,521	23,903	4,447	370,973	117,672	932,802
TOTAL Expenditure in India -	252,971	162,500	141,903	171,550	166,235	819,189	566,100	427,445	603,371	710,412	4,021,676

The expenditure in England consists to a large extent of furlough and absentee allowances of military and civil officers of the Public Works Department. It also includes the expenses of the Royal Indian Engineering College at Coopers Hill. The receipts from this institution in 1886-87 were 22,281 *l.* and the expenses connected with it were 23,029 *l.*, exclusive of interest on the capital expenditure.

BUILDINGS AND
ROADS: CIVIL
WORKS.

Excluding railways, the total expenditure on public works in the Hyderabad Assigned Districts was Rx. 149,761.

Berar.

The progress made with the various civil buildings in hand was satisfactory.

The length of bridged and metalled roads under the charge of the Public Works Department was 784 miles, and these were efficiently maintained. The Kalapani reservoir for supplying the town of Amraoti with water, and the Pahora tank were completed. Operations were commenced in connection with the projects for supplying the civil station of Amraoti and the cantonment and city of Ellichpur with water.

The chief buildings under construction in Bengal during the year were new civil court-houses at Pubna, Maimansingh, and Faridpur, and a new collectorate and circuit-house at Khulna. The expenditure on communications was practically confined to the improvement of existing lines of road. Progress was made with the Bhágalpur waterworks, and the town hall of Maimansingh. A new lighthouse at the entrance of the Dhamra river was under construction; the Chándbálk revetment, injured by the cyclone of September 1885, underwent repair.

Bengal.

The preliminary difficulties in connection with the construction of the new docks at Calcutta have been surmounted, and at the end of the year under review work was being vigorously pushed on. The estimate for the work amounts to Rx. 2,000,000, and by the end of June 1887 the total expenditure amounted to Rx. 554,251, of which about 40 per cent. represented the cost of acquiring land. In connection with the dockyards, extensive brick-making operations were carried on at the Akra factory.

An interesting item among the public works operations of the year was the celebration of Her Majesty's Jubilee, in February 1887, when extensive arrangements had to be organised for illuminating the town of Calcutta, and for the construction of the stands and inclosures for the ceremonies at the race-stand.

The latter part of the year 1886 was marked by the occurrence of very heavy floods in the Gunduck, Ganges, Goomtee, and other rivers, which caused much damage.

The greater part of the expenditure in Assam was on communications, of which the most important original work was the Companyganj road in Sylhet, on which good progress was made. A large portion of the available funds was absorbed in repairs to existing roads, chiefly on the Gauhati and Shillong cart road, the Assam trunk road, and the Northern trunk road.

Assam.

In the North West Provinces and Oudh no civil works of any magnitude were under construction from imperial funds. The civil buildings which were being constructed from provincial funds included a new district court-house at Allahabad and new central prisons at Bareilly, Benares, and Allahabad. The work of enlarging the prisons at Fatehgarh and Bareilly was completed during the year.

North West
Provinces and
Oudh.

Under the head of Communications, Rx. 15,865 were expended on original works from provincial funds, and Rx. 66,901 from local funds. The chief item of expenditure under this head was Rx. 8,398 on the Ránibagh-Ránikhat road which is being constructed partly from imperial and partly from provincial funds.

The greater part of the expenditure controlled by the local boards was on the construction and maintenance of the district communications. The administration by the boards of the public works under their charge continues to be satisfactory.

**BUILDINGS AND
ROADS: CIVIL
WORKS.**

The number of public works constructed by private individuals at their own cost during the year was 307, consisting for the most part of wells and tanks. The expenditure on these works was Rx. 18,330.

**Central
Provinces.**

Of civil buildings, the principal works undertaken were a tahsili at Nagpur, a settlement office at Sambalpur, and a combined divisional and district court-house at Jubbulpore. The expenditure on communications was practically confined to repairs. Financial pressure has affected the progress of public works in the Central Provinces, especially in the construction of roads or light railways, which are much needed to open out the country, more particularly in connection with the new lines of railway which are being laid down.

Burma.

In Burma the disturbed state of the country was unfavourable to rapid progress in civil works. Nearly half the expenditure on civil buildings was absorbed by police and jails. The overcrowding of several jails led to unexpected expenditure, which had to be met by reduction of outlay on other works. Little was done in the making of roads, and many works sanctioned in times of more prosperous finance remain in abeyance for want of funds. Want of money prevented further progress being made on the navigable canal between the Sittang and Salween rivers. Some improvements were made in the port of Moulmein and the town of Pegu. The excavation of a tank for supplementing the supply of drinking water at Tharrawaddy was commenced. A temporary lighthouse was erected to replace the one destroyed on Oyster Reef some years ago.

Madras.

Fair progress was made with the restoration of Madras Harbour. The north pier was advanced by a length of 445 feet, the south pier by 300 feet. The expenditure during the year was Rx. 80,296. From the 1st June 1886 the control of the harbour works and its establishment was made over to the newly-constituted Harbour Trust Board.

Experiments in artesian boring were carried out during the year in the Kortalayar Valley with some promise of ultimate success.

The improvement in the road communication in the Wynaad and Nilgiri districts made progress during the year. The bridge over the Vaigai at Madura, of which the foundation stone was laid by his Excellency the Viceroy on 8th December 1886, was taken in hand by the Public Works Department.

A scheme of extensive additions to the Madras College of Engineering, to meet the requirements of the sanctioned scheme of reorganisation of the college, was approved in September 1886, and rapid progress was made.

Good progress was also made with the restoration of Tirumal Naick's palace at Madura, and its adaptation for public offices.

At the suggestion of the Finance Committee, a large reduction of the Public Works Establishment was determined on, and the entire temporary establishment attached to the Department, the whole costing about 3¼ lakhs per annum, was dispensed with.

**Bombay and
Aind.**

Apart from railways and irrigation works, the most important of the works in progress or in contemplation in the Bombay Presidency are: (1) the improvement of Karachi Harbour; and (2) the provision of a dry dock in Bombay.

The growing importance of Karachi Harbour, both as a commercial port and, from a military point of view, as the sea terminus of the North Western Frontier system of railways, sufficiently justifies the efforts which are being made for its improvement. It has been determined to expend a sum of 24½ lakhs, in addition to a sum of 10 lakhs previously advanced to the Harbour Board, in the extension of the wharfage, the deepening of the entrance, and in other improvements.

The no less important question of providing a dry dock at Bombay, capable of accommodating the largest vessels in Her Majesty's Navy, has been under consideration for some time, and has taken more definite form since

since the report of Sir John Coode, in the latter part of 1886, was made. Sir John Coode's recommendation would entail an expenditure of 265,000 *l*. The preliminary steps for the commencement of operations have been sanctioned, but the exact dimensions and cost of the work have not yet been settled. The extension works at the Prince's Dock are progressing. Nearly 23 lakhs of rupees were expended on dock extension works during the year, bringing up the total expenditure to 41½ lakhs.

BUILDINGS AND
ROADS: CIVIL
WORKS.

The expenditure on civil works for the year was considerably larger than in the previous year. Under the head of Civil Buildings, improvements to the Bombay Mint were carried out at an expense of Rx. 2,620, and Rx. 5,712 were spent on extension works to the Central Telegraph Office, Bombay. The construction of a palace for the Akalkot Rani was taken in hand by the Public Works Department on behalf of the State. The district judge's court-house at Belgaum was completed. Rx. 8,000 were spent on the new building for the police magistrate's court at Bombay, and the buildings rented for the small cause courts were purchased by Government for 1½ lakhs. Progress was made with the Wilson College, extensions to the Grant Medical College were carried out, and the Indo-British Institution was completed. A new civil hospital, which is to be named after the Marquis of Ripon, was commenced at Ahmednagar, and the inhabitants have subscribed liberally for its erection. The Kama Hospital for women and children at Bombay, and the lunatic asylum at Ratnagiri, have been completed. Progress was made with the new Government Central Press at Bombay.

The system of constructing roads to connect important local centres with the railways was carried on during the year, and many feeders were completed, or in progress, in the Belgaum, Bijapur, Dharwar, and Sátára collectorates. Some important roads were also constructed or taken in hand in the northern division.

Under the head of Miscellaneous Public Improvements, expenditure was incurred on paving streets in Bombay, and in improving the water supply in various localities. It has been decided to erect a new lighthouse on the Vengurla Rocks, and work was commenced. Rx. 32,319 was expended on the clearance of the inner citadel in the town of Bijapur.

XII.

POST OFFICE AND TELEGRAPHS.

POST OFFICE.

POST OFFICE.

THE growth of the work of the Post Office continued during 1886-87. The receipts and charges of the Post Office for the last two years, as shewn in the Finance and Revenue Accounts, are given in the following statement:—

YEAR.	Receipts.	Expenditure.	Net Charge.
	<i>Rx.</i>	<i>Rx.</i>	<i>Rx.</i>
1885-86 - - - -	1,113,080	1,302,604	189,518
1886-87 - - - -	1,157,878	1,353,877	195,999

The Post Office, however, though it is debited with the charges for the district post establishment, which amounted in 1886-87 to *Rx.* 119,969, does not get credit for the receipts from the local cesses for the district post,

YEAR.	Post Offices.	Letter Boxes.	Village Postmen.	Length of Postal Lines.
	<i>No.</i>	<i>No.</i>	<i>No.</i>	<i>Miles.</i>
1884-85 - - - -	6,488	8,731	4,039	60,889
1885-86 - - - -	6,849	9,056	4,253	62,487
1886-87 - - - -	7,097	9,386	4,485	64,055
Increase in 1886-87 over 1885-86 - - -	249	330	203	1,568

which are about equal in amount, and it should also be borne in mind that the rate charged for the conveyance of official correspondence is, in India, very low.

The extent of the sphere of the operations of the Post Office, and its development during the last three years, are shewn by the table in the margin.

The general correspondence returns for 1886-87, of which a summary is given in the margin, show an increase of nearly 16 millions of articles

YEAR.	Letters (including Postcards).	Newspapers.	Parcels.	Book and Pattern Packets.	Total.
	<i>No.</i>	<i>No.</i>	<i>No.</i>	<i>No.</i>	<i>No.</i>
1885-86 - - - -	211,982,718	20,341,814	1,476,371	5,119,325	238,920,133
18-6-87 - - - -	225,811,265	21,806,697	1,579,904	5,751,878	254,749,744
Increase - - - -	13,828,547	1,464,883	103,533	632,553	15,829,006

carried by post, as compared with 1885-86. Of this increase nearly nine millions were due to post cards. The introduction of the Parcel Post in 1885-86 caused a falling off of about 35 per cent. in the number of parcels exchanged with the United Kingdom

through the Peninsular and Oriental Steam Navigation Company, but this was rather more than counterbalanced by an increase in the exchanges through the London Post Office. In India, the Post Office now has to compete for the transmission of parcels with combinations of railway lines over the length and breadth of the country, and the retention of parcel traffic consequently largely depends on the facilities furnished to the public by the value-payable and insurance systems, to which was due, in 1886-87, about one-third of the total number of parcels posted. The aggregate value of articles so insured rose from *Rx.* 6,977,848 in 1885-86 to *Rx.* 7,618,097 in 1886-87. In Madras, the insurance system was used by certain gold-mining companies as a means of sending their gold to the Madras agents. A special set of statistics, taken for one month, from 24 selected offices, gave the

the following proportions of value to the total declared value of articles insured during the month at the offices chosen, viz. : gold, nearly 38 per cent. ; currency notes, slightly over 36 per cent. ; precious stones, rather more than 14 per cent. ; silver, about 9½ per cent. The value-payable system was turned to account by a native in Bombay to forward to his readers the serial parts of a Marathi novel, which he was publishing. The total amount paid as compensation for losses was *Rs.* 1,675, or a little over 9 per cent. on the insurance fees of *Rs.* 18,027. The scope of the money order system was enlarged by the extension of the arrangements for payment of land revenue by money orders nearly throughout the North West Provinces and Oudh, and by the introduction, tentatively, of a scheme for the remittance of small amounts of rent by the same means. The increase over 1885-86 was 658,000 orders, and *Rs.* 1,300,000 in value. Of the Inland money orders, about 27½ per cent. were for sums not exceeding *Rs.* 5 in value, while nearly 82 per cent. were for remittances not exceeding *Rs.* 25, and the average value of the orders was *Rs.* 22. 2. 7., as compared with an average of *Rs.* 22. 8. 7. in 1885-86. From statistics taken for one month, it appears that the percentages of orders issued to Natives and Europeans were, respectively, 89.83 and 10.17. The charge for telegraphic money orders was, in the last quarter of the year, much reduced. The immediate effect was that the number of such orders monthly doubled, and their value nearly trebled in comparison with the first nine months of the year. The average value of these orders was about *Rs.* 75. Owing, doubtless, to the fall in exchange, the number and value of money orders issued in India for payment in the United Kingdom decreased from 42,295 orders for an aggregate amount of 175,524 *l.* 1 *s.* 1 *d.* in 1885-86, to 36,742 orders and an amount of 143,955 *l.* 1 *s.* 10 *d.* in 1886-87.

The District Savings Banks, 180 in number, were closed on the 1st of April 1886, and the business transferred to the Post Office Savings Banks. 31,699 accounts, representing a gross sum of *Rs.* 1,241,379, were thus transferred. The result was that the number of Savings Banks in India increased from 5,833 to 6,048 ; the number of accounts from 155,009 to 219,010 ; and the balance from *Rs.* 2,254,589 to *Rs.* 4,251,934. Of the depositors 190,227 were Natives, and 28,783 Europeans. The native accounts amounted to *Rs.* 3,514,977, and the European accounts to *Rs.* 736,957. By far the best customers of the Government Savings Banks were those belonging to the professional class with fixed incomes, numbering 81,888 out of the total of 219,010. Next came the domestic class, numbering 23,237 ; and then the professional class with variable incomes, represented by a total of 17,385. Of all classes, the worst represented was the agricultural, of which there were only 2,427. The amalgamation of the District and Post Office Savings Banks entailed but little additional charge in the Postal Department, the extra expense consisting for the most part in the appointment of a few new clerks in special cases, as the pay of the postmasters, on whom the ultimate responsibility devolves, was not generally increased.

TELEGRAPH.

The advance made by the Telegraph Department in the extent of its operations and in the improvement of its financial results was very satisfactory. During the year 2,524 miles of line, 5,410 miles of wire, and 9 miles of cable were added to the telegraph system of India, of which increase a considerable portion was in the newly-acquired territory in Upper Burma. The whole of the expenditure on telegraphs in India, whether it be of the nature of capital outlay on original construction, or outlay required in the maintenance and working of the lines, is charged against the general revenues of India. The revenue derived from the Telegraphs in the year under review exceeded the cost of maintenance and working by a sum equal to 4.58 per cent. on the capital cost of the system, which amounted to *Rs.* 4,042,803 at the end of the year. In the preceding year the corresponding result was a percentage of 3.89 on a total capital outlay of *Rs.* 3,831,676. The total net amount drawn from the Indian Treasury for the year under review, or in other words the amount by which the combined expenditure on Capital and Revenue Account exceeded the gross receipts from the Telegraphs, was a little more than

TELEGRAPH.

TELEGRAPH.

2½ lakhs, which, compared with the previous year, shows a decrease of about 12 lakhs. This result was due partly to a somewhat smaller capital expenditure in the original construction of new works, but in a much greater extent to an increase in the revenue collected. The improvement in the working of the Department will be more clearly shown by the following tabulated statement :—

Year.	Offices.	Line Miles.	Wire Miles.	Cable Miles.	Number of Messages.	Revenue.	Expenditure on Revenue Account.	Surplus on Revenue Account.	Total Outlay on Capital Account to end of Year.	Percentage of Net Revenue on Capital Outlay.	Capital Outlay during Year.	Net Charge on Imperial Revenues.
						<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>		<i>Rs.</i>	<i>Rs.</i>
1885-86	2,311	27,510	81,480	187	2,289,038	511,090	361,869	149,220	3,831,975	3.89	203,684	141,155
1886-87	2,369	30,054	86,890	106	2,516,826	597,640	412,187	185,450	4,012,803	4.58	211,127	25,598

It must be borne in mind, however, that a not inconsiderable portion of the receipts of the Telegraph Department are due to State or official telegrams, and it is possible that an increase in the revenue may be a sign rather of abnormal administrative activity than of the steady growth of the business of the Department. This has to some extent been the case in the year now reviewed, in which the number of State telegrams exceeded those sent in the preceding year by over 18 per cent., while the private messages have only increased by 8 per cent. in the same period.

The large increase in the number of telegrams despatched in the service of the Government was in a great measure owing to the state of affairs in Upper Burma; but, apart from temporary causes, the largely increased use of the telegraph in the transaction of official business is very noticeable. Ten years ago the annual number of State messages was under 100,000; in 1885-86 this number had increased to 390,837, and in 1886-87 to 459,175.

But while it must be admitted that the favourable results for the year are, to a large extent, due to messages sent by Government officials, the private telegrams, which numerically form more than 81 per cent. of the total traffic, show an annual growth which is steadily developing, although not quite commensurate with the great increase in facilities for communication which have in recent years been offered by the Department.

The system of combined post and telegraph offices, which was introduced at the end of 1883, is still being extended. Under it every post office in the country is to be made a telegraph receiving office, whence telegrams are despatched, without extra charge, to the nearest telegraph station; and, where possible, branch telegraph stations are established in post offices, and are worked by officials trained in the duties of both departments. There were 326 combined offices open at the end of 1886-87, of which 35 were opened during the year. A very satisfactory feature of the working of this system is that a large proportion of the traffic developed by it is due to messages despatched by the native community. The yearly increases in revenue from Inland private telegrams since 1883 have been as follows :—

	<i>Rs.</i>
1883-84 - - - - -	29,124
1884-85 - - - - -	88,879
1885-86 - - - - -	1,33,532
1886-87 - - - - -	1,79,633

The rules for Telegraphic Money Orders were much simplified during the year, and the charge was reduced from *Rs.* 2 to *R.* 1 per message, with the result that 7,138 telegraphic advices of remittance were sent during the first quarter of the year 1887, as compared with 2,883 in the same period of the previous year.

Of special works executed by the Department during the year the most important were the permanent and temporary lines of telegraph in Upper Burma, which were extended under circumstances of much difficulty and danger in many directions. In addition to field lines, aggregating 440 miles, 540 miles of posts, carrying upwards of 900 miles of wire, were erected.

The

The quadruplex system of working was introduced into India in January 1887. The results, though fairly successful, were not quite so favourable as those which have been obtained in other countries where the circuits are shorter, and the physical conditions more favourable. TELEGRAPH.

There is little progress to be recorded in connection with the telephones. The business of the private companies shows a small increase, but the work done by the Government Telegraph Department in connection with telephone exchanges has decreased. It is remarked that the conditions of Indian life are not such as to encourage the expectation of a rapid development in this class of communication.

INDO-EUROPEAN TELEGRAPH DEPARTMENT.

The revenue of the Indo-European Telegraph Department for 1886-87 was 100,380*l.* and, notwithstanding the reduction in the tariff between Europe and India, nearly equalled the revenue of the preceding year, which, owing to exceptional causes, was unusually high. The working and maintenance expenses were 86,553*l.*, and the net receipts were 13,827*l.*, representing a profit of about 1½ per cent. on the capital expenditure at the end of the year, which amounted to 1,124,376*l.* In the preceding year the working of the Department resulted in a loss of 60,079*l.*, but this result was due to the heavy and exceptional outlay of 76,369*l.*, incurred during that year in renewing the Jask-Bushire Cable. INDO-EUROPEAN TELEGRAPH DEPARTMENT.

The working of the Indo-European route, *vid* Teheran, was remarkably good throughout 1886-87. The total interruptions were few, and of short duration, and there was a great improvement in the rate of speed between England and Calcutta.

The traffic carried by the department shows a considerable decline from that of the preceding year. But in 1885-86 the traffic on the Indo-European route was abnormally high, in consequence of the number of messages diverted from the Eastern Telegraph Company's wires, and of a large correspondence with the Afghan Boundary Commission.

XIII.

EDUCATION AND LITERATURE.

EDUCATION.

EDUCATION in British India is conveyed through the medium of two classes of institutions, known respectively as "public" and "private" institutions. A "public" institution is defined to be "a school or college in which the course of study conforms to the standard prescribed by the Department of Public Instruction, or by the University, and which is either inspected by the Department or regularly presents pupils at the public examinations held by the Department or the University." A school or college not coming within that definition is called a "private" institution.

The information available regarding private institutions, which is neither exhaustive nor trustworthy, tends to show that the instruction imparted in them is, as a rule, less systematic and efficient than that imparted in similar schools controlled by the Department. In order, however, to present a general view of the condition of education in India, it is desirable for the moment to ignore the difference between the two classes of institutions and to combine the statistics of attendance at both. A report recently prepared under orders from the Secretary of State by Sir Alfred Croft, Director of Public Instruction in Bengal, furnishes materials for a general statement of the progress made by education in India since the year 1881-82, the year for which statistics were supplied to the Education Commission.

In 1881-82 there were in British India 97,068 institutions of all grades, attended by 2,458,624 pupils. Between 1882 and 1885 there were considerable fluctuations both in the number of institutions and of students attending them; the most marked fluctuation being in Bengal, where over 14,000 rudimentary schools, nominally attended by more than 12,000 pupils, were excluded from the public class (under rules laid down as to not recognising mere "bogus" schools) without being enumerated in the private class of schools. But, notwithstanding this, the total of institutions stood in 1885-86 at 122,643, and of pupils at 3,339,061. The following year the institutions numbered 127,381, and the pupils 3,358,042. It thus appears that in the five years ending with 1886-87 the number of educational institutions of all sorts in British India increased by one-third, while the number of pupils increased by a still larger proportion.

But though the progress of education, thus evidenced, has been marked, a large proportion of the population of India remains untouched by educational agencies. Assuming that, as in western countries, 15 per cent. represents the proportion, out of the total population, of children of a school-going age, only one child out of every 10 of that age is actually under instruction. This low percentage is due to the extreme backwardness of female education. While of females of a school-going age not one in 50 is at school, there are 19 males out of every 100 under instruction of some form or other.

Passing to the character of the instruction imparted, it appears that in the case of the greater mass of children this is of the most elementary kind. Broadly speaking, the system of education administered in India operates through three grades of institutions, namely, primary schools, secondary schools, and colleges. The primary school aims at teaching the elements of reading and writing, and such simple rules of arithmetic and land measurement as will enable the peasant in a purely agricultural country to look after his own interests. This simple course meets at the present time the wants of 94.5 per cent. of the entire school-going population. The secondary schools, in which an advanced instruction in the vernacular and a substantial knowledge of English are conveyed, claim an attendance of 5.1 per cent. of that population, while the remainder, about $\frac{1}{2}$ per cent., supplies students to all the colleges which impart the highest English education, or teach the various professions of Law, Medicine, and Engineering.

The preceding remarks, made with a view to indicating the relative extent of rudimentary and advanced education in India, will be more intelligible if supplemented

supplemented by a citation of statistics of pupils at the various classes of schools. Beginning with the lowest or primary class, it appears that in 1881-82 there were 82,629 public primary schools, attended by 2,156,242 children. There were also private schools of this class, numbering probably 4,000, attended by some 50,000 children. The grand total of primary schools, public and private, five years ago, may therefore be taken at 90,000 in round numbers, attended by some 2,200,000 children. In 1885-86 the number of schools had increased to 111,117, and of pupils to 2,811,934. The returns for 1886-87 show that there were in that year 114,303 schools and 2,806,471 pupils, the decrease in the number of pupils being chiefly due to a temporary cause, namely, the disturbed condition of Lower Burma. These totals show that there is an increasing appreciation of that form of education which is most useful and essential for the great mass of the people.

EDUCATION.

To refer specially to the question of female education, there were in 1881-82, excluding private elementary institutions, for which separate statistics are not available, 2,678 elementary schools for girls, which were attended by 85,279 pupils. In 1885-86 the number of schools for girls had increased to 5,210, and of pupils to 134,749. In 1886-87 the number of girls' schools had reached 6,281, and the attendance 149,922. It is interesting to note that for every Mohammedan girl at school there are from three to four Hindu girls, which is in accordance with the proportion which the two great creeds bear to each other, both in the general and the school population. The figures, though insignificant as compared with the total female population of school-going age, are regarded by the Government of India as satisfactory, in so far as they indicate that steady if slow progress is being made. It may be said here that it is difficult to exaggerate the obstacles that beset the progress of female education in India. The chief obstacles may be briefly summarised as follows: (1.) There is no demand in the case of girls and women for education as a means of livelihood; and thus the most effective stimulus to the spread of education is absent. (2.) The system of child-marriage necessitates the seclusion of girls at an age when their education has scarcely begun. (3.) The supply of teachers for girls' schools are insufficient in quantity and inferior in quality. To these difficulties must be added the widely-felt belief that the education of women means a social revolution the extent of which cannot be foreseen. The subject of the best means of fostering female education continues to receive the attention of the Government of India.

Female Education.

Secondary education is the connecting link between primary or elementary and collegiate or university education. It is imparted in two classes of schools, the middle and the high schools, the instruction conveyed in the latter being of a more advanced character, reaching the collegiate course. In 1881-82 there were 3,932 secondary schools for boys, attended by 215,731 pupils; while in 1886-87 there were 4,160 schools and 404,189 students, of whom 271,654 were in the exclusively English division. During the last five years the number of male pupils receiving a purely English education introductory to a university course has increased by about 80 per cent.; while the number of boys receiving a superior mixed English and vernacular education has doubled. The progress of secondary education among females, though promising, is less marked. The secondary schools for girls, which in 1881-82 numbered only 190, with 6,366 pupils, had risen in 1886-87 to 357 schools, attended by 24,904 pupils.

Secondary Education.

The third and highest division of the Indian educational system is the collegiate section, comprising arts, law, medicine, engineering, and teaching. By collegiate education is meant the education of those students who, having successfully passed through the secondary course, are studying, in a college affiliated to the university, one or other of the courses prescribed by the university for its higher examinations. In 1881-82 the number of colleges in India was 85, with 7,582 students. In 1886-87 there were 114 colleges, with 11,501 students. In 1881-82 there were 67 arts colleges (English and Oriental), with 6,037 students, and in 1886-87, 89 colleges, with 8,127. Law colleges, which in 1881-82 numbered 12, with 739 students, in 1886-87 numbered 16, with 1,602 students. Medical and engineering colleges, and students attending them, also increased in numbers.

Collegiate Education.

EDUCATION.

From a statistical point of view, therefore, the history of collegiate education has been one of progressive development.

Passing from the statistics of pupils at the various classes of Indian schools and colleges to the expenditure on education, we find that in 1881-82 the total expenditure on public instruction in India was, in round numbers, 188 lakhs of rupees. Four years later (in 1885-86) the total had risen to 242 lakhs, and in 1886-87 it stood at a little over 255 lakhs. At the beginning of the five years, the Government bore 75 lakhs of this expenditure, while local and municipal funds contributed 32 lakhs, the balance, consisting of fees, subscriptions, endowments, &c., falling on the public. In 1886-87 the share of the Government was 86 lakhs, that of local and municipal boards 49 lakhs, and of the public 119 lakhs. But of the 49 lakhs expended by local bodies, $6\frac{1}{2}$ were contributed by Government, so that there has been a progressive increase in the Government expenditure. The general policy of the Government of India in respect of educational expenditure is, that when local effort or private enterprise shows itself able and willing to supply the educational wants of the people in any locality Government should retire from the field of direct instruction, and help, by reasonable subventions of money, the operations of independent institutions.

As to the machinery maintained by Government for imparting instruction in colleges, and for testing the results of the teaching given in schools, there is at present no distinction between the European professorial staff and that engaged on inspection. In both classes the officers of the higher grades are recruited in England by direct appointment by the Secretary of State. The same officer may be engaged at one period of his service in the college lecture-hall teaching philosophy or the higher mathematics; at another period in camp, inspecting primary village schools. The Government of India have come to the conclusion that a close educational service of this character is no longer called for; and while they recommend the maintenance in each Presidency and large province of a college, with a staff of professors capable of teaching up to the highest European literary standards under a European principal, they consider that the recruitment of inspectors from Europe should be considerably reduced, and their place taken by local agency. The advice of the various Local Governments and Administrations has been asked on these points.

Much has been done in recent years towards transferring to Local and Municipal Boards a certain qualified administrative control over primary and secondary education. In some provinces this transfer has been of a fuller character than in others. In the Madras Presidency, for instance, Government has almost completely retired from the direct management of primary and secondary schools. In Bombay almost all the primary, and about two-thirds of the secondary, schools have been subordinated to Local Boards. In the Punjab also the transfer has extended practically to all primary and secondary schools previously managed by the Department. In Bengal, on the other hand, while the transfer of rural schools is as full as in the provinces mentioned, the case seems different in regard to schools situated in municipalities. This qualified transfer of control over education from Government to Local Boards has been as yet accompanied by no decrease of the Government contributions to education, though it is hoped that gradually local taxation for the support of schools will largely relieve the general taxpayer.

The Government of India have recently given special attention to the question of technical education. It is felt that an industrial occupation is much needed for a population rapidly out-growing the means of support supplied by a too conservative system of agriculture. Moreover, there is an urgent need for scientific methods to develop the material resources of India, and to improve its agriculture, its products and manufactures, so that they may better hold their place in the markets of the world. In India at the present time the application of capital to industry has not been developed to the extent which in European countries has rendered the establishment of technical schools on a large scale an essential requisite of success. But the extension of railways, the introduction of mills and factories,

factories, the exploration of mineral and other products, the expansion of external trade, and the enlarged intercourse with foreign markets, ought in time to lead to the same results in India as elsewhere, and create a demand for skilled labour and for educated foremen, supervisors, and managers. The Government of India have decided to support technical education, as an extension of general education, and, moreover, to promote and countenance such technical education of a special character as may be applied to the service of existing industries which will profit by the aid of scientific research, scientific method, and higher manipulative skill. They have suggested to the local governments that an industrial survey should in the first place be completed in every province, that a committee should be formed in each province, whose duty it should be to make suggestions for the furtherance of technical education, and that, wherever it may be possible, technological institutes should be established.

EDUCATION.

The educational administration of Ajmere, Merwara, Berar, and Coorg and Bangalore, during 1886-87, calls for no special comment.

Ajmere and Merwara, Berar, Coorg and Bangalore. Bengal.

In superior education of every class the year was one of appreciable progress in Bengal. At the same time the policy of excluding very small and temporary primary schools from official recognition was persevered in. There was an increase in the number of colleges and secondary schools, and in the number of pupils attending them. There was a decrease in the lower primary, but an increase in upper primary schools. Girls' schools decreased slightly in number, but the attendance improved. The most important change in the system of educational management was the transfer to district boards of the administration of the grants-in-aid to middle and primary schools in extra-urban areas. The progress of Muhammadan higher education was shown during the year by an important increase in the number of Musalman students who obtained university degrees.

The number of schools (except girls' schools and special schools) and the number of pupils continued to increase in Assam. In the last five years schools have increased 36 per cent., and pupils 29 per cent. The increase in pupils was greatest in Sylhet. A slightly larger proportion of Muhammadan children, who are still, however, very backward, attended school.

Assam.

The number of elementary schools (under the management of district boards) was somewhat reduced owing to measures taken to close all inefficient institutions; and, as a result, the total number of pupils fell from 172,414 to 162,466. On the other hand, there was an increase in the numbers in the upper classes of schools, where probably the children first obtain education of permanent practical value. The attendance at middle-class schools increased, and there was a large increase in the number of candidates at the Anglo-vernacular and the vernacular middle examinations. The necessary measures for the establishment of the University of Allahabad were in progress during the year; but the actual opening of the university took place in the official year 1887-88.

North Western Provinces and Oudh.

In the Punjab during 1886-87 education appears to have made satisfactory progress. There was a considerable increase, compared with the previous year, in the numbers of public and private educational institutions, and the number of pupils attending them. There was a satisfactory increase in the number of female primary schools and pupils. The most promising of the general features in connection with the year's educational administration in the province are (1) a large increase in the number of students who had advanced beyond the most elementary stages, and (2) a great improvement in the income from school fees.

Punjab.

The working of the Education Department in the Central Provinces during the year was very satisfactory. There was a considerable rise in the number of schools and of pupils, in the average attendance, and in the receipts from school fees. The results of the examinations were specially satisfactory. In every class of examination, from the "Lower Primary" to the "B. A.," there was greater success shown than in the preceding year. The main defect of the education system of the Central Provinces is said to be the want of adequate provision for technical education. This matter is receiving the Chief Commissioner's attention at present.

Central Provinces.

During the year the number of schools under inspection in Lower Burma

Lower Burma.

EDUCATION.

fell from 5,412 to 5,251, and the number of pupils from 158,932 to 115,462. The decrease, which was due, no doubt, to the disturbances, was confined to primary schools. In other respects there was some progress. The number of passes, for instance, in the matriculation upper primary and lower primary examinations increased. During the year the grant-in-aid rules were revised, and the provincial standards of instruction were modified.

Madras.

The number of schools and scholars on the rolls at the close of the year showed increases of 4 and 7 per cent. respectively over 1885-86. The increase, however, occurred in unaided and private institutions. Of the boys under instruction 91 per cent., and of the girls 96.1 per cent., were at the primary stage only. There was some improvement in the proportion of boys and girls under instruction as compared with the population of school-going age. This proportion is much higher in municipal towns than in rural tracts, the general proportion of boys being 15.5 per cent., while in towns it is 70.9 per cent. A satisfactory increase took place in the amount of fees, especially in the higher classes of institutions, including the university.

Bombay.

In Bombay 542,036 pupils are returned as under instruction, of whom 52,941 were girls. These figures account for 27 boys and three girls in every 100 of those who ought to be at school. The number of pupils in public institutions was 476,299. There was an increase in the number of pupils at every class of public institutions except arts colleges, at which there was a total decrease of 86 pupils. The total cost of education in public institutions was Rx. 499,597, of which fees supplied 19 per cent.; provincial funds, 35.81, and municipal rates, only 4.28. Fees increased from Rx. 91,201 to Rx. 95,138. In Government high schools as well as in Government arts' colleges there was a falling off in attendance, which, however, was more than balanced by an increased attendance at the aided colleges and high schools. The returns of primary schools show an increased attendance of 434,377, as against 419,743 in the previous year. The Government regard it as an unsatisfactory feature, however, that the attendance at municipal schools has fallen off. It is in the towns that the chief annual increment has hitherto been looked for, and the fact that under the new boards recently entrusted with the care of education, the normal progress has been arrested, demands, in the opinion of Government, serious attention. The number of girls at school showed a satisfactory increase from 49,205 to 52,941.

Statistics of a general character relating to education in India for a series of years will be found in the 22nd number of the Statistical Abstract relating to India, Statements, Nos. 144 to 148, pages 222 to 239.

LITERATURE AND THE PRESS.

THE Act XXV. of 1867, passed by the Governor General of India in Council for the regulation of printing-presses and newspapers, provided amongst other things that every book or paper printed within British India shall have printed legibly on it the name of the printer and the place of printing, and (if the book or paper be published) of the publisher and the place of publication. It also provided for the registration of every book, pamphlet, map, &c., printed or lithographed in British India.

LITERATURE.

There was nothing deserving of special notice in connection with literature and the press in Ajmere, Merwara, and Coorg, during 1886-87.

Ajmere, Merwara, and Coorg

In Berar 13 books were registered. Three newspapers were started during the year. There are now in the province seven weekly newspapers and two monthly periodicals.

Berar.

The number of publications received in the Bengal Library during the year 1886 was 2,571, or 160 less than in the preceding year. Of these, 280 were periodicals, 331 bi-lingual, and 1,960 uni-lingual books, including re-publications and translations; the uni-linguals were 261 in the English language, 1,151 in Bengali, 166 in Sanskrit, 126 in Hindu, 101 in Uriya, 83 in Bengali-Musalmani, and 35 in Urdu. The subjects treated were chiefly, language, 404; religion, 376; poetry, 199; history, 120; fiction, 117; and medicine, 105. Though the number of works was smaller than in 1885, their general character did not undergo any deterioration, and greater activity and improvement were observed in certain branches. There seems to be a growing demand for works on agriculture, and on the erection of buildings and thatched huts suitable for middle-class Bengalis. Under the head of biography may be mentioned a work on the life of Her Majesty the Queen-Empress, which proved exceptionally successful. The fiction was chiefly of a realistic character, often showing considerable ability, but marred to a great extent by indecency and obscenity.

Bengal.

Twelve newspapers in the English language were published in Bengal during the year. Four were representatives of distinctively European opinion.

The number of vernacular newspapers was 59, the great majority of them being weekly publications. Of these the "Bangabasi" had a circulation of about 20,000, whilst four others exceeded 2,500. The general questions most frequently discussed were, the Afghan Boundary Commission, the advance of Russia, the annexation of Burma, the Tibet Mission, High and Technical Education, the Exchange difficulty, the Income Tax, the cost of Law Suits, the Calcutta Municipal Bill, the residence of the Government in the hills, the reconstitution of the Legislative Councils, &c. The general tone of the vernacular press, which corresponds closely with that of the newspapers published in English by native editors, was but little changed during the year. The spontaneous expression of loyal sentiments on the occasion of Her Majesty's Jubilee was most satisfactory.

Only 11 literary works were registered in Assam during the year. Of these nine were original and two republications, none of them being of particular interest. The only newspapers in the province are two Bengali papers.

Assam.

In the North Western Provinces and Oudh, 1,500 works of all classes were published during the year, an increase of about 16 per cent. on the publications in 1885, and of nearly 100 per cent. on the number issued in 1884. As in previous years, more books were written in Urdu than in any other language, but the number was nearly stationary; while works in Hindu, the next most numerous class, increased by 58 per cent. The next considerable increase occurred in the number of English publications, which, though the total is still small (49), was 25 per cent. in excess of what it had been in the previous year. There was little change in the number of

North Western Provinces and Oudh.

LITERATURE.

publications in the classical languages, a slight decrease in Sanskrit having been more than compensated by an increase under the heads of Arabic and Persian. Comparatively few of the books were original works, the majority being reprints of standard treatises. Science and medicine received unusual attention, especially from Urdu writers, and it is interesting to note that the Jains, hitherto reluctant to publish their religious books, have continued the issues begun in the previous year. The increase in the number of publications may be attributed to the steady extension of education among the people of the United Provinces, shown also by the increase of the publications on educational subjects.

The total number of newspapers remaining on the register at the end of the year was 59 in the North Western Provinces and 19 in Oudh. The great majority of them were in Urdu. The rebellion in the Soudan, the annexation of Burma, and Central Asian affairs, were the subjects most discussed. In respect of the last-named subject the spirit of the writers seemed uniformly loyal.

Punjab.

The total number of books registered in the Punjab during the year was 1,857, or 291 more than the number catalogued in the previous year. English publications, however, slightly declined. Of the three principal vernaculars of the province—Urdu, Hindi, and Punjabi—the largest number of publications appeared in the first, obviously owing to the fact that the Urdu-speaking population is more advanced in education and intelligence. The subjects in which the largest number of publications appeared were religion and poetry. There is a large demand for chapters of the Quran for use in schools and families, and for small tracts containing Hindu and Sikh prayers. There exists an inordinate passion for poetry among all classes of people in the province, illiterate as well as educated. Forty-three newspapers remained on the register at the end of the year, the great majority of them being in Urdu.

Central Provinces.

Only one work was issued during the year in the Central Provinces. Seven weekly and two monthly newspapers are published in the provinces.

Lower Burma.

In Lower Burma 141 publications were registered during the year, of which 20 were European, 111 vernacular, and 10 bi-lingual. The year showed a marked improvement over the previous year in literary activity, the number of original works having been 107, compared with 44 in 1885. The improvement, however, was chiefly due to the increased outturn of dramatical, poetical, and miscellaneous works of an ephemeral character. None of the publications of the year call for special mention, except the Kachin spelling-book, which is of interest as being an attempt to reduce a savage dialect to writing. Four newspapers, three in English and one in Burmese, were issued daily. There were 17 other periodicals. The highest circulation of any periodical was 1,500, and the lowest 100.

Madras.

There was an increase in the number of publications in Madras during the year, chiefly in original matter, and a decrease in the number of mere reprints. The total number of publications was 930, of which 793 were books and 137 periodicals. Of the total registered works, 455 were original publications, 92 translations, and 383 reprints. History and biography were neglected, and it is feared they will remain so until their study receives more attention in the colleges. The only work on history deserving mention published in the presidency was a Kanarese version of "A Brief History of the Indian People." Under the head of political writings the most noteworthy is a pamphlet on "Village Autonomy" published by a Native writer, describing the Indian village organisation and the value of this old institution as an agency for securing a popular and cheap administration.

Fifty-six vernacular papers are published in Madras, of which 20 are in Tamil and 11 in Hindustani.

Bombay.

Greater literary activity was exhibited in Bombay, in which presidency 1,804 works were published, or nearly twice as many as in Madras. There was a decrease, however, of 219 in the number of publications as compared with the previous year, mostly due to the discontinuance of periodicals. The total 1,804 works may be divided into 1,470 books and 334 issues of periodicals, and, secondly, into 1,671 (or nearly 92·5 per cent.) publications in Eastern languages, and 133 (or 7·5 per cent.) publications in English. Of the

the English works 37 only were first publications. None were of a very remarkable, but many were of a useful character. In the vernacular languages the greatest activity was shown in Maráthi and Gujaráti publications; and among classical languages, in Sanskrit. Many of the vernacular works were mere republications of old religious lore, but such topics of the day as infant marriage and widow re-marriage received a good deal of attention. Several well-known novels of English popular novelists were translated into Maráthi and Gujaráti. The general tone of the registered publications was, on the whole, unobjectionable. The number of newspapers published by natives of India increased by seven. The chief subjects discussed in the vernacular press were, child-marriage, the annexation of Upper Burma, and Forest and Abkari grievances. The general tone of the vernacular press in Bombay was fairly moderate and unobjectionable, though occasionally somewhat bitter and imprudent.

XIV.

EMIGRATION AND MIGRATION.

EMIGRATION.

UNDER the latest Indian Emigration Act, XXI. of 1883, an Indian "emigrant" is one who goes by sea under contract to labour for hire to some country other than Ceylon and the Straits Settlements. These countries are excepted on account of their proximity and of the similarity of their general conditions to those of India. The emigration under this Act is in other terms styled "colonial emigration."

The annual reports deal for the first time with the calendar year. The last preceding reports had been for the nine months from April to December 1885.

Emigration from
the Port of
Calcutta.

The most noteworthy fact in the history of emigration from India to the British and foreign colonies during the year was the coming into force of the Indian Emigration Act XXI. of 1883. The introduction of the Act had been postponed until rules could be framed for its administration. These rules were framed during 1885 by the Government of India in consultation with the agents for colonies receiving Indian emigrants, and came into force on the 1st of April 1886. The changes made by the new law were chiefly in matters of detail with regard to the registration of emigrants, the appointment of registering officers, the entering into and execution of contracts, the accommodation to be provided on board emigrant vessels, and the fees to be levied on emigration. The provisions of the new law are reported to have generally worked smoothly. Emigration from the port of Calcutta to the colonies during 1886 was on a somewhat larger scale than in the preceding year. But the number of emigrants did not nearly come up to that of 1884-5, before the decline of the sugar industry, when ten colonies had agencies working in Calcutta. Only four colonies indentured during the season of 1886 for labourers, namely, the British colonies of Demerara, Trinidad, and Fiji, and the Dutch colony of Surinam. On the whole, requisitions were received for 7,010 coolies (compared with 18,639 in the year 1884-5)—more than half the number required being for Demerara. From the official reports received from the colonies which import Indian labour, there appears to be no likelihood of an early return to the large requisitions for labourers received some years ago. The total number of persons registered during the year as intending to emigrate was 8,302. Of these more than half came from the North West Provinces and Oudh. If the two seasons 1884 and 1885 be excluded, it may be said that for years past natives of the North West Provinces and Oudh have responded in largest numbers to the labour requisition of the colonies. Except as regards Behar, natives of the Lower Provinces generally, unless when pressed by privation, have proved reluctant to emigrate to the colonies, notwithstanding the favourable terms offered by the recruiters. Of the 6,423 persons who actually embarked at Calcutta as emigrants for the colonies, 3,964 were men, 1,613 women, and 846 children. The health of the emigrants both in depôt and on the voyage was, on the whole, good. The number of emigrants who returned to Calcutta from the colonies during the year was 5,621, and their savings amounted to 6½ lakhs of rupees; an average of Rs. 111. 4. 4. per head. As in former years, those returning from Trinidad and Demerara brought back most money, and those from the Mauritius least. The following table shows the number and description of East Indian emigrants who left

left Calcutta for the West Indies during the year 1886, and the number returned therefrom during the same period. EMIGRATION.

NAMES OF COLONIES.	EMBARKED.								RETURNED.							
	Men.	Women.	Children.		Infants.		Total Number of Souls.	Total Number of Statute Adults.	Men.	Women.	Children.		Infants.		Total Number of Souls.	Total Number of Statute Adults.
			Boys.	Girls.	Males.	Females.					Boys.	Girls.	Males.	Females.		
Damerra	1,760	724	166	112	42	53	2,857	2,679½	1,030	470	166	157	27	29	1,878	1,665½
Trinidad	1,349	643	134	118	22	35	2,201	2,046½	306	132	79	47	13	7	584	501
St. Vincent	-	-	-	-	-	-	-	-	152	72	34	36	14	18	326	259
Nevis	-	-	-	-	-	-	-	-	25	12	7	11	1	5	61	46
Surinam	217	83	16	14	7	11	353	323	329	134	71	60	13	16	623	528½
Gadeloupe	-	-	-	-	-	-	-	-	202	100	45	18	7	5	397	343½
Cayenne	-	-	-	-	-	-	-	-	69	36	11	12	2	2	134	118½
Martinique	-	-	-	-	-	-	-	-	30	0	3	3	2	1	45	39
Réunion	-	-	-	-	-	-	-	-	42	5	-	-	-	-	47	47
TOTAL	3,326	1,355	316	244	71	99	5,411	5,048	2,185	978	408	364	79	63	4,095	3,548

General statistics as to the number of coolie emigrants from India to various destinations will be found in Statement No. 107 of the Twenty-second number of the Statistical Abstract relating to British India (page 174).

Emigration from Madras to Mauritius and Natal, which had ceased since March 1885, was resumed in 1886. The number of emigrants for Mauritius was 747, and for Natal 496. There was no emigration to any of the French colonies; but return emigrants from those colonies to Madras numbered 2,331. The mortality on some of the return voyages was very high; in one case amounting to 15 per cent. This was owing partly to the enfeebled condition of the returning emigrants at the time of embarkation, and partly to the severe weather encountered on the voyage. The amount of savings declared by the return emigrants from the French colonies to Madras aggregated Rs. 98,554. Nearly three-fourths of this sum was brought by the Cayenne emigrants, 443 in number.

Emigration from Madras.

Emigration from Madras to the Straits Settlements is regulated by a special enactment, applicable only to the Madras Presidency (India) Act V. of 1877, and by an Ordinance of the Colony, No. 107, 1876. By this Ordinance the Straits Government undertakes to keep the coolies under observation during the whole period of their contract, and to reconvey them to India when they become incapacitated for further labour. The total number of passengers who left Negapatam for the Straits Settlements in 1886 was 18,495 adults and 2,130 children; of these, 3,152 registered themselves as recruited emigrants so as to obtain the full benefits of the Ordinance of 1884, but the great majority registered themselves as free labourers; 17,432 persons returned from the Straits to Negapatam.

Ceylon, as has been said, is exempted from the operation of the Emigration Act of 1883, and the migration thereto of labourers from Madras, which is very considerable, is entirely voluntary, the Government of Ceylon confining itself to checking the statistics and seeing that the coolies are properly housed, fed, and provided with medical attendance. During the year 1886 there was a decrease in the number of emigrants registered from Madras to Ceylon, namely, 36,025 against 42,649 in the previous year. The emigration was confined to the districts of Madura and Tinnevely.

Emigration to Ceylon.

MIGRATION.

The statistics compiled by district officers in Lower Burma indicate, firstly, a larger flux and reflux of population than before, and secondly, a check in the migration from Upper into Lower Burma. The disturbed condition

MIGRATION. Migration to and in Burma.

MIGRATION.

condition of the more fertile parts of Lower Burma prevented the extension of cultivation, and doubtless caused many intending settlers to return to their former homes. As usual, a large number of Upper Burmans came down to assist in the reaping of the harvest, but few of them settled in the Lower Province when the work was over. The number of immigrants by sea was 78,691, and of emigrants 55,408.

Migration from
Bengal to Assam.

The tendency towards the substitution of "free" emigration from Bengal to Assam for recruitment under Act I. of 1882, which had been growing for years, continued to increase in 1886. During that year only 13,069 labourers and their dependents were registered under the Act, as against 16,404 in 1885, and 31,157 in 1884. On the other hand, it appears that the number of free emigrants to Assam increased from 9,320 to 13,134. The number of free emigrants to Cachar and Sylhet is not known. In recruiting under the Act the tendency has been to substitute the agency of garden-sardars for that of contractors. The number recruited by contractors in 1886 was 2,945, and by garden-sardars 10,124. The mortality of contractors' coolies on the journey to the labour districts showed some improvement. But the mortality among Sardari coolies, as far as can be gathered from imperfect statistics, was, as in previous years, very high. Of the engagements entered into by contractors' coolies, not quite 10 per cent. were for a term of five years; and the remainder were for three years. Nearly 43 per cent. of the labourers recruited by garden-sardars, and placed on contract in recruiting districts, contracted for five years. It is noteworthy that of 8,682 contracts made before the embarkation agent at Dhubri, only 4 per cent. were made for three years, all the rest being for five years. It would appear that coolies generally contract for the shorter period when the engagement is made in their own district, and for the longer term when it is concluded at the end of the journey from Bengal. A daily fast steamer service between Naraingunge, Cachar, and Sylhet was introduced on the 1st of January 1887, and it is hoped that employers by availing themselves of the facilities thus afforded will in some degree put an end to the excessive mortality from cholera—a disease which frequently is prevalent among coolies in the long and tedious boat-journeys up-stream.

The total number of immigrants into the Province of Assam during 1886 was 30,894, and, though less by some 15,000 than the figures of 1884, when the demand for labour was exceptionally active, the number was slightly greater than in 1885. A large proportion of the immigrants were as usual derived from Chota Nagpore. The total labour force in Assam, Cachar and Sylhet is roughly estimated as having been 301,957 at the end of the year; and of the adults, labourers under the Act numbered 77,477, and those not under the Act, 112,834. Taking into consideration the conditions of labourers in a new country, working among strange surroundings; and in an unhealthy climate, the generally amicable relations which are reported to have existed between managers and labourers are satisfactory. At the same time it is stated that convictions under Act I. of 1882 for desertion numbered 500, and that this number represents only a small proportion of the total number of desertions, which is reported to have amounted to 8,891 cases. The returns of local labour contracts show that the Act is year by year being less resorted to for contracts with free immigrants and labourers imported under the Act whose original agreements have expired.

On the important subject of the health of the labour force during the year it is reported that cholera was more prevalent, and the annual death rate slightly higher than in 1885, viz., 39·8 against 36·8 per mille; that the mortality was comparatively much heavier among Act than among non-Act coolies; and that the number of gardens with a death-rate of over 7 per cent. rose from 42 to 64. The Government of India, while regretting these unsatisfactory features, especially the increase in the number of unhealthy gardens, admit that proprietors as a body seem anxious to improve the sanitary conditions of their gardens.

XV.

TRADE AND MANUFACTURES.

(Detailed information regarding the Trade of British India being furnished in a separate Parliamentary Paper [c.-5266], a brief Review only is given under the present Chapter.)

EXCLUDING Government transactions (the value of which amounted, in TRADE tens of rupees, to 3,115,889, under imports, and 77,462 under exports), imports of merchandise, as compared with those of the preceding year, rose from Rx. 51,811,536 to Rx. 58,661,462, and exports from Rx. 83,827,840 to Rx. 88,428,660; while the net imports of treasure fell from Rx. 14,389,963 to Rx. 9,368,808.

On the whole, the trade of India is of a decidedly expanding character, although liable to fluctuations from year to year from special causes. In the year under review the advance was one of very large dimensions on both the import and the export sides. The improvement in imports was very generally distributed, but was most marked under *cotton goods*; in exports there was an increase under *raw cotton* of Rx. 2,691,225. The import trade in cotton goods was, however, to some extent affected by abnormal causes, such as excessive stocks in England, and the fact that the year was considered by astrologers in India an auspicious one for marriages; and all classes of piece-goods fell off again in 1887-88. The number of cotton mills in India increases year by year; the bulk of the exported yarns goes to China and Japan, and these exports are steadily rising.

Wheat exports reached the highest figure they have yet attained, viz., 22,263,348 cwt.; in 1875-76 the quantity was 2,498,185 cwt. Less, however, came to England than in the preceding year, but there was an increased demand from Italy of about four million cwt.

Indian tea also continued to be exported in increasing quantities; the advance in 1886-87 amounted to nearly 10 million lbs. England took 97 per cent. of the whole.

The share of the principal ports in the total foreign trade of the country is shown below:—

Bombay - - - - -	Rx. 68,375,580
Calcutta - - - - -	58,982,273
Madras - - - - -	8,912,022
Rangoon - - - - -	8,008,294
Karachi - - - - -	5,885,832
Rx. - - -	150,164,001

the total trade amounting to Rx. 163,021,303. Bombay has been steadily and successfully overtaking Calcutta as a port of commercial pre-eminence. More than half the entire trade of India is with the United Kingdom, notwithstanding the greatly diminished use of this country as an *entrepôt* since the opening of the Suez Canal. Next in importance comes China. With the former country, the value of the trade in 1886-87 was Rx. 87,708,405; and with the latter, Rx. 17,708,706. Commercial transactions with Australia remain in a somewhat stagnant condition, but are probably capable of considerable development.

The shipping statistics were not very different from those of 1885-86. The total number of vessels which entered and cleared was 10,581, aggregating 7,171,863 tons; the number increased by 19, but the tonnage was less by 122,726.

The value of the trans-frontier land trade (from which Upper Burma trade is now excluded), as far as it was registered, was Rx. 9,442,345. The country with which the greater part of this trade is carried on is Nepal, and in this an expansion appeared from Rx. 2,550,053 to Rx. 2,711,524.

MANUFACTURES.

- MANUFACTURES.** The tile factory owned by Mr. East at Mercara, in Coorg, was in active work. The tiles are of a special mould introduced by the Basel Mission industrial workshop at Mangalore, and are in demand by all classes. The factory, which turns out other products of the potter's art, is associated with a carpenter's and blacksmith's workshop.
- Coorg.**
- Berar.** Strictly speaking, there are no skilled manufactures in Berar, but the most important of the foreign industries are the steam cotton presses, 18 of which were at work during the year, and turned out 297,905 bales of cotton, against 212,773 in 1885-86. There is also an oil-press at Amraoti, which manufactured 218 tons of linseed oil, and 561 tons of oil-cake, and a flour mill, which turned out 850 candies of flour. The spinning mill at Badnera produced 1,635,864 lbs. of twist and yarn, as compared with 1,321,048 lbs. in the previous year. The number of persons employed by the last mill was 650, against 504 in 1885-86.
- Bengal.** The principal manufactures in the Bengal Province are jute, indigo, cotton, silk, sugar, salt, and saltpetre.
- Forty-five mills and factories (two less than in 1885-86) worked in the 24-pergunnahs district during the year, and gave employment to over 40,000 hands. The depression in the jute and cotton industries in the Presidency Division continued to be felt, but less severely than in the previous year. There was some improvement in the gunny market, and the number of working days in the jute mills was increased from four a week to nine in a fortnight. About 76,800 tons of jute were worked up during the year, against 46,662 in the preceding year. In the cotton industry the main features of the year are stated to have been a steady fall in prices all round, a fair demand at the decline in prices for yarn, and an increased production, with a gradual transference of spindles to manufacture of lower counts of yarn, on account of the competition of Bombay in production of the finer yarns; 8,330 tons of cotton were worked up in the mills during the year, against 5,933 tons in the preceding year.
- At Monghyr, in the Bhaugulpore Division, the manufacture of muzzle-loading guns increased.
- One of two steam oil-mills which had been established in the Backergunge district was closed, while the other was successfully worked.
- In the Chittagong district the weaving industry continued to hold its own against imported goods, though the thread used was generally imported.
- North West Provinces and Oudh.** The value of the out-turn of the cotton presses in the North West Provinces and Oudh was Rx. 1,179,299, against Rx. 396,823 in 1885-86; that of the indigo factories, Rx. 758,677, against Rx. 572,698.
- Punjab.** Every year careful inquiry is made into the circumstances of one of the chief Native Industries of the Punjab. Last year it was into the woollen manufacture, which was found to be holding its own against imported fabrics. This year the work in brass goods was investigated, and it was found that this industry was decaying.
- Central Provinces.** The three cotton mills in the Central Provinces employ upwards of 3,200 hands. The operations of the Nagpur Empress and the Hinganghat mills were extended during 1886-87, while the Jubbulpore mills, which were only about two years old, worked up a fair quantity of cotton.
- Lower Burma.** The scheme for the encouragement of Art industries in Burma advanced in the direction of self-support. At the close of the year five of the leading artists in Rangoon associated themselves together and formed an informal company. They have obtained the services of a trustworthy clerk, who will see to advertising in the Indian papers, to the proper registration of orders, to their execution in due rotation, and to their despatch. When this company has worked a short time it is hoped it will receive as partners members from other towns, and finally embrace the best workers in all the handicrafts. The object of Government is slowly to withdraw its support from the artists, and to keep a keen look-out that the handicrafts of Burma are not debased into manufactures where hundreds of articles of exactly similar design

design are produced in a slovenly and inartistic manner. There was a steady demand for the silver-work of Thayetmyo and Rangoon during the year. The wood-carving institute did well, and more than paid its way, notwithstanding a heavy charge for establishment. Government connection with this institution ceased with the close of the year.

The number of cotton mills in the city of Bombay was 50, and in the rest of the Presidency, 20. The year 1886 was a good one for local cotton manufacturers. China and Japan proved better customers than in previous years, and there was a brisk local demand for home-made goods. Steamer freights to China were cheaper, owing to competition among the steamship companies, and port trust charges were reduced. An agency was established at Aden to develop the Somali Coast and Red Sea Ports trade. Some impetus was given to the silk, *kinkhab* and embroidery manufactures of Surat, and those of glass-ware and coarse cotton fabrics of Kira by European Exhibitions. A Parsee firm of Surat established an agency in London for the sale of toys, for the manufacture of which the former city has long been famous. The cotton presses and ginning factories in Khándesh continued to increase. The abolition of transit duties by the Baroda Government, and some of the Mahi Kanta Political Agency States, was of great benefit to the mill industry of the Gujarát Collectorate. Fairs in the agricultural districts were largely attended.

In the Madrás Presidency there are six mills for spinning and weaving cotton, one of which at Tinnevely is driven by water power; there are three large sugar factories. No new factories of importance were opened during the year.

The number of cotton mills, 89 in all, and of looms and spindles, was about the same as in the preceding year. But there was an increase of 14 per cent. in the quantity of cotton worked up; and the exports of manufactured cotton goods from Bombay (yarns and cloths) to China and Japan rose from 173,157 bales of 400 lbs. each, in 1885, to 219,959 bales in 1886. The number of hands employed in cotton mills was 71,000. Out of 89 cotton mills, 57 belong to the Bombay Presidency. The number of jute mills is 24, the same as for the previous year, of which 22 are in Lower Bengal. There was some increase in the number of looms and spindles; but a decrease in the output of manufactured jute. The number of hands employed in jute mills exceeds 49,000.

Among other "large industries," which are shown in the Indian Returns for 1886-87, may be mentioned:—

Woollen mills - - - -	3	Coffee works - - - -	23
Paper mills - - - -	7	Cotton and jute presses - -	172
Breweries - - - -	19	Cutch and lac factories - -	62
Rice mills - - - -	43	Oil mills - - - -	30
Silk mills - - - -	9	Flour mills - - - -	22
Timber mills - - - -	41	Ice factories - - - -	14
Soap factories - - - -	2	Pottery and tile factories -	11
Tanneries - - - -	37	Cement factories - - - -	1
Iron foundries - - - -	43	Bone manure factories - -	2

These do not include indigo factories or tea factories which are worked on indigo and tea estates. Returns of village and domestic industries are made at the census, once every 10 years, and do not find place in the annual reports.

XVI.

NATIVE STATES, FRONTIER RELATIONS, ARMY, AND MILITARY OPERATIONS.

THE area and population in 1881 of the Native States, excepting, however, the Shan States subordinate to Burma and estimated to have an area of about 100,000 square miles, will be found in pages 24 to 30 of the Twenty-second number of the Statistical Abstract.

Jubilee Celebrations.

Throughout the whole body of the Native States, the celebration of the 50th anniversary of the Queen's Accession, which was held in India on the 16th February 1887, was accompanied with every demonstration of joy and loyalty. The occasion was commemorated not only by fêtes and illumination, and the presentation of addresses, but also by the building of Victoria hospitals, and schools, and bridges, and serais, and tanks, and by the endowment of educational and other institutions, and by the release of prisoners, and by the remission of taxes, especially of transit duties, and by the cancelment of arrears of land revenue, and in other ways conducive to the happiness and well-being of the people.

STATES UNDER THE GOVERNMENT OF INDIA.

In direct relations with the Government of India are the four great States of Hyderabad, Mysore, Baroda, and Kashmir, and the two groups of states comprehended in the Central India Agency and the Rajputana Agency.

Dacoity in Central India, Hyderabad, and Rajputana.

In the State of Hyderabad (excluding the Assigned Districts), and in the large Agencies of Central India and Rajputana, the prevalence of Dacoity is indicated by the following figures, taken from the Report of the Department established for the suppression of this crime and of Thuggee :—

		Number of Dacoits.	Number of Persons Killed.	Number of Persons Wounded.	Value of Property Stolen.	Value per Case.	Number of Dacoits concerned.	Number per Case.
					Rs.	Rs.		
Central India	1885 -	150	22	100	1,78,423	1,189	3,557	24
	1886 -	154	38	127	2,10,324	1,365	3,805	24
Hyderabad	1885 -	145	7	56	1,24,196	856	2,200	15
	1886 -	119	9	29	68,782	578	1,619	13
Rajputana	1885 -	64	7	24	23,701	370	774	12
	1886 -	87	4	34	38,456	407	893	10
TOTAL	1885 -	559	36	180	3,26,325	937	6,531	18
	1886 -	360	51	190	3,17,562	882	6,314	13

In Central India, and especially in Gwalior, where there were 84 cases, 30 killed, 55 wounded, and over a lakh and a half worth of property stolen, organised crime was terribly prevalent. The dacoits there plundered in larger gangs, committed more crimes of violence, and got far more booty, than in other divisions; and they did it with, it may almost be said, complete impunity; for of the 3,805 dacoits concerned only seven were convicted. Adjacent British districts have naturally suffered at the hands of the Gwalior gangs; and as the State authorities have shown themselves apathetic and incapable of repressing the dacoits, it is a question whether the

the time has not arrived for the British Government to take strong measures for the restoration of order. In Bhopal, which was for long the happy hunting-ground of dacoits from Gwalior, Sironj, Narsingarh, and other territories, the police force has been strengthened and improved, and some arrests of dacoits effected; the principal gangs have been broken up, and one Augæan stable at least has been cleansed. For it is observed that since the capture of Damodhar Punt, Darakdar of Neori of Gwalior, Neori has ceased to be the rendezvous of the dacoits who had been committing depredations in the surrounding territories with impunity. This man, Damodhar Punt, was a Tahsildar of the Neori Pargana, who kept in his service a band of dacoits over 100 strong, to commit dacoity in neighbouring jurisdictions on condition of preserving the peace within his own pargana. The leader of his band was one Muthra Singh, who finally turned approver, and whose evidence in the trial of Damodhar Punt well illustrates the system of dacoity in this part of India. "As my courage," Muthra Sing said, "was proved in their fights, and the dacoits wanted a leader to represent the pargana officials, and see that the pargana got its due,—i.e., one-fourth of all proceeds of robberies—I was appointed. I at once took up the leadership, and for about five years committed dacoities in many districts, and gave the chout regularly. I used to get 5 per cent. myself; my total receipts on this account, and in two shares, were Rs. 27,000, and the chout I gave amounted to Rs. 42,000." These figures indicate that this one dacoit and his band plundered in five years property to the value of Rs. 1,68,000. Of his followers, Muthra Singh also said, "What else do they live on but dacoities? They have never cultivated. They as Moghyas were brought up to the profession of dacoity. As long as I was a leader of dacoits I never knew a Moghya refuse to join a dacoit party to which he was nominated by his own jemadar. I used to give the jemadar notice of the proposed date of starting on an expedition. I always went on big expeditions, and used to return with Rs. 25,000 worth of plunder on occasions. Every Moghya of Neori Pargana was at my disposal." He also stated that he could "point out and prove seven or eight murders that occurred in the Neori Pargana itself, the proofs of which were brought up before Damodhar Punt, Kamasdar, who never reported them; in fact, it is well known that the price of a life in that pargana, under Damodhar Punt, is only Rs. 100. He always charged that amount unless the murderer could bear squeezing."

NATIVE STATES.

Hyderabad, and
the Assigned
Districts.

The principal Native State in India is Hyderabad, with an area of 81,607 square miles, and a population at the time of the last census in 1881 of 9,845,594. Its revenue amounts to Rx. 4,000,000, of which not less than Rx. 1,800,000 is derived from land.

Under treaty with the Government of India the surplus of the province of Berar is paid to the Nizam. Accordingly, though these assigned districts are administered under the Government of India, the revenue and expenditure in them are excluded from the regular accounts of that Government. In the year 1886-87, though the season was not favourable, the revenue of the assigned districts rose from Rx. 952,720 to Rx. 975,962, but there was a larger increase in expenditure from Rx. 820,380 to Rx. 851,863. The surplus, therefore, fell to Rx. 185,419, or Rx. 8,831 less than in the previous year. Of the expenditure, Rx. 407,983 were classed as civil, Rx. 303,077 as military, and Rx. 132,417 as devoted to public works, including railways. There is a considerable increase for the year under each of these heads. The amount paid to the Nizam in 1886-87, on account of the Berar surplus, was Rx. 182,332, raising the total of payments under this head since the transfer of the province to British administration to Rx. 2,185,066. In addition to this, there is a large working balance at the credit of the province.

The principal events of the year 1886-87 in the Hyderabad State were the appointment of an Englishman, Colonel C. H. T. Marshall, as Private Secretary to the Nizam, and the visit of the Viceroy to Hyderabad early in 1887. The close of the year was marked by the departure of the Prime Minister, Sir Salar Jung, from Hyderabad, followed shortly by his resignation, on 17th April 1887, on the plea of ill health. He was succeeded as Dewan by the Nawab Bashir-ud-Daula, Osman Jah Bahadur. The change was the occasion of the introduction of important reforms in administration.

NATIVE STATES.

Since 1883, many reforms have been carried out, and efforts have been made to develop the resources of the State. As early as 1874, a line called the H. H. the Nizam's State Railway, linking Secunderabad to the Great India Peninsula Railway at Wadi, a distance of 120 miles, had been opened for traffic. But the State, finding even this line a burden on its financial resources, and wishing other extensions of railway to be made, sought for the aid of European capitalists. After some abortive negotiations a company was formed, at the end of 1883, to take over the old line, and to construct broad-gauge extensions, about 370 miles in length, from Hyderabad to Warangal, Bezwada, and the neighbourhood of Chanda. These extensions as far as the coalfields have been completed. The opening up of the valuable coalfields known to exist in Hyderabad was a matter of great importance to the railways in the State, and to all the other lines in Southern India, which have been hitherto dependent on imported coal. In March 1887 another company was formed with a view to the development of the mineral resources of the State.

Mysore.

The area in square miles and the population of Mysore, according to the census of 1881, are 24,793 and 4,106,188. The population in 1876 is believed to have been 25 per cent. larger; but in the following two years of famine a million of the inhabitants are estimated to have perished. The famine also for a time crippled the resources of the State. Cultivation, and consequently the land revenue, were much reduced. The famine, moreover, cost the State 160 lakhs of rupees of actual expenditure, and left behind it a debt on this account to the Imperial Government of 80 lakhs. The period of famine had, therefore, to be followed by a time of vigorous retrenchment in all departments of the State. Such was the condition of things when the province was surrendered to native rule in 1881. By the Treaty of Rendition the tribute had been fixed at 35 lakhs, instead of 24½ lakhs, as previously paid, but under the circumstances of the province the enhancement of 10½ lakhs was postponed, and under the present agreement will not take effect till 1896.

Meanwhile, since 1881, the province under native rule has been very rapidly recovering from the effects of the famine. Cultivation is now more widely extended than it ever was. The land revenue, 78 lakhs in 1885-86, and the total receipts of the State, 102 lakhs, are considerably in excess of the corresponding figures of the year 1875-76, before the famine. It is noticed that the source of revenue which was the earliest to recover from the diminution caused by the famine was excise. The management of the Mysore forests, which is on the same system as that in force in British India, gives a large net revenue, amounting in 1885-86 to over 6 lakhs. Much of this is derived from the sale of sandalwood, which is almost a monopoly enjoyed by the Mysore State. Two new sources of revenue have been developed since the rendition, viz., the gold mines and railways. Under the mining regulations, Rx. 8,000 had, up to the close of 1885-86, been deposited with the State by gold mining companies on account of the 67 square miles leased to them. The actual royalty paid to the State under the company's contracts amounted to Rx. 3,739; and from the figures it would appear that one company alone had extracted Rx. 66,738 worth of gold. Railways, too, had, up to the same date, been opened to the length of 140 miles, at a total capital outlay of 65 lakhs. All this money had been found from the ordinary revenues, excepting 20 lakhs raised by a loan, of which half was subscribed in Mysore itself. The 140 miles of open line were already yielding, in 1885-86, a net profit of 3-30 per cent. The need of carrying out further extensions of the railway, as a safeguard from the evils of famine, at a rate beyond the means of the State, led, in 1886, to an arrangement with the Southern Mahratta Railway Company for handing over the existing Mysore railways to the company, on condition that the requisite extensions were undertaken by it. The Mysore State received from the company the amount it had already spent on the railway, and was thus able to repay the famine loan due to the Imperial Government. It has, on the other hand, guaranteed the company a certain low rate of interest on its capital, and assigned to it a fourth share of the net profits of the Mysore railways under its management.

Next

Next to railways, the best remedy in Mysore against the perils of famine is to be found in irrigation. Unfortunately, irrigation in this State is little dependent on perennial rivers, but is drawn mostly from tanks filled by the yearly rainfall, but on that account liable themselves to dry up in times of drought. Of these tanks, there are some 38,000 in Mysore, of which, however, only 790 are so large as to yield a revenue of over Rs. 500 a year. When retrenchment had to be enforced after the famine, the public works grant had to be largely reduced; and the provision for irrigation was not sufficient to keep the numerous tanks in proper repair. But an arrangement has now been made by which the 790 larger tanks will be kept up by the State, while the care and cost of maintaining the remainder will fall on the local bodies.

Two important legislative measures have been carried through in Mysore, one for the introduction of a new Land Revenue Code, drawn up on the lines of the Bombay law, and the other amending, on a more popular basis, the Local Fund Regulations.

The most remarkable feature, however, in Mysore administration, is the assembly of representative ryots and merchants from all districts of the State, which meet yearly at Mysore, during the Dasara festival. It consists of about 175 members, representative of the landed and commercial interests, nominated by the Local Funds Board. The assembly has met every year since 1881. Its proceedings are opened by a speech from the Dewan, who explains the financial condition of the State, relates the results of the previous year's administration, and propounds the programme of measures proposed by the Government for the coming year. Then follows a discussion of all matters of public importance, referring mostly to grievances of local interest. These discussions have been earnest, sensible, and practical. There is evidence of growing organisation and method in the debates, and of greater study and preparation on the part of the speakers. The debates have, undoubtedly, been useful to the Government of the State, as the suggestions of the speakers have constantly been taken into consideration and not unfrequently adopted. The Assembly has also, undoubtedly, to some extent, fulfilled the primary object of the Maharajah, who, in constituting it, anticipated that "such an arrangement, by bringing the people in immediate communication with the Government, would serve to remove from their minds any misapprehensions in regard to the views and action of the Government, and would convince them that the interests of the Government are identical with those of the people."

The status of the Baroda agency underwent a change on the 4th March 1886, when, on the retirement of the Resident, General Watson, the agency was reduced from a first to a second-class residency. It was, at the same time, finally decided, on account of its relative importance, to continue it in direct subordination to the Supreme Government, instead of placing it under the Government of Bombay, within the territory of which Baroda lies. The area of the State is 8,570 square miles, and contains a population of 2,185,005. Its financial position is very strong. After meeting an expenditure of Rx. 1,615,472, there was a surplus, in 1884-85, of more than 27 lakhs. The rent-roll of the State produced Rx. 1,045,000, while the interest derived by the State, mainly from Government securities held in reserve, amounted to Rx. 76,600. In addition, while paying no tribute itself, Baroda drew tribute from other States in India to the amount of Rx. 71,800. The military expenditure of the State was about 29 lakhs; the Public Works expenditure about half that amount.

The old Gaekwar's contingent, which used to undertake police duties in the tributary States, mainly of Kathiawar, has been abolished, its place being taken by a new police force. On the other hand, the Gaekwar has been permitted to increase the number of his regular cavalry from 500 to 1,000 sabres. The construction of railways has made considerable progress in the State. The 59½ miles of line that were open in the three years, 1882-84, produced in that period an average profit of over 3½ per cent. on their capital outlay. Further extensions, more than doubling the length of line, have since been undertaken; and to open out the country still more to trade, a comprehensive system of roads has been planned, and their construction commenced. This will supply a great defect in the State, which,

NATIVE STATES. being deficient in suitable road-metal, has hitherto suffered from a want of properly made roads. The commerce of the country has since received a still greater boon in the total abolition, in May 1887, of all transit duties.

The principal change in the administration in the year under review was caused by the resignation, in August 1886, of the Gaekwar's Minister, Khan Bahadur Kazi Shahabudin, C.I.E, who was succeeded by Rao Bahadur Laxamon Jagonath. Difficulties with the authorities of the neighbouring British districts, arising out of differences in the laws and arrangements regarding salt and alcoholic liquors, prevailing in opposite sides of the frontier, were, it is hoped, satisfactorily dealt with by agreements arrived at during the year 1886-87. The general administration of the State is satisfactory. The survey and settlement of the Baroda territories is in progress; and the opportunity has been taken of considering the grievances of the cultivators, and of modifying any severe or irritating regulations and assessments. It is noticed that there is a more independent attitude on the part of the population of the State in presenting addresses to the Gaekwar on his tours; the terms of these addresses have lately been especially marked by the freedom with which the wants of the communities have been set forth. Other important events in the history of the State were the marriage of his Highness the Gaekwar, in December 1885, the celebration of the Queen's Jubilee in February 1887, and the undertaking of a work for supplying Baroda with water, which will cost 30 lakhs of rupees.

Kashmir.

The area of Kashmir, the residency in which is also of the second class, is estimated to be 80,000 square miles, with about one-and-a-half millions of inhabitants. The Maharaja Pertab Singh, who succeeded to the throne in September 1885, replaced his first Minister, Dewan Anant Ram, by Dewan Gobind Sahai, in March 1886. The Dewan and the Finance Minister, Babu Nilambur Mukerji, were to be together responsible for the administration. Dewan Gobind Sahai, however, was shortly afterwards succeeded by the present Dewan, Lachman Das. The territories of Kashmir may soon be expected to become better known, now that the more liberal rules introduced during the year under review allow Europeans with less restriction to travel in that attractive country.

Central India Agency.

The group of States included in the Central India Agency lie between the Satpura Mountains on the south, and the River Jumna on the north, stretching east and west to Benares and Rajputana. There are altogether 70 separate States, of which the total area is 75,059 square miles, and the population, according to the last census, 9,261,907. The entire Agency, which is under the charge of the Agent to the Governor General for Central India, is itself divided into eight subordinate agencies. The most important of the States in the Agency are Gwalior, Indore, and Bhopal, in each of which the year was an eventful one. Both the chief Mahratta States underwent a change of rulers; the Maharaja Tukaji Rao Holkar, of Indore, dying on the 17th June, 1886, and the Maharaja Sindia of Gwalior on the 20th of the same month.

In *Gwalior* the old régime had been far from satisfactory from an administrative point of view. The condition of disorder in the State may be learnt from the remarks on dacoity in the previous pages. Moreover, the assessments in the northern and eastern districts were so high as to drive the peasants to emigrate. Nothing had been spent on irrigation or public works, while there were many districts destitute of the simplest appliances of civilisation; without roads, bridges, schools, dispensaries, jails, lock-ups, or civil buildings of any description. The massive buildings of former rulers of the country had everywhere been allowed to fall into ruin, and nothing had taken their place, while corruption and injustice were the rule of the law courts. The police were few and badly paid, and everything that could be squeezed from the people was sent to the capital. The result was that while the Gwalior State possessed abundance of accumulated treasure, it was in an utterly neglected condition, and unprovided with everything which is associated with civilised administration.

The late Maharaja was succeeded by his son, described as a boy of great promise, of ten years of age. During the minority of the young Maharaja it was decided to leave the administration in native hands. Raja Sir Ganpat

Ganpat Rao, K.C.S.I., the Minister of the late Maharaja, was continued in office, and to support him a Council was appointed, consisting of the most intelligent officials and principal nobles of the State. In accordance with the terms of the Treaty of 1884, the authority of the British Resident was insisted upon, the Council being bound to act upon his advice when offered. At the outset the advice of the Resident was given in the form of a memorandum, pointing out urgently-needed reforms in almost every branch of the administration. The Council showed themselves willing to adopt this programme of reform, and have acted, it is reported, with zeal, energy, and success. Something was at once done to separate the revenue and judicial functions of district officers. The multifarious duties of these officers had been beyond their powers, and their complete failure is thus described: The police existed merely in name; dacoity and violent crime were rife throughout all the districts of the State; there was no real protection to life or property, and the principle followed by the district officials appeared to lead to the concealment rather than to the prevention or detection of such crimes. In judicial matters the courts of the Subahs (district officers) and their assistants were choked with civil and criminal cases, which had remained for disposal during many years; more than 50,000 cases were pending in the courts of the State. In the Revenue Department there was no proper system of collection, no consideration given to the cultivating classes, no control exercised over the zamindars and powerful landholders; rents were collected with the utmost severity, and without regard to the vicissitudes of bad seasons, short crops, and a dwindling population; in many of the districts, notably in the northern and north eastern parganas of Gwalior, villages which were formerly populous and well cultivated had been deserted, and their lands were lying waste, and the revenue had decreased more than 25 per cent. in 20 years. The formation of an efficient police and the suppression of dacoity are tasks of great difficulty. The first efforts of the Native Council in carrying them out have not been successful. Should the Council not be able eventually to do the work themselves, it may be found necessary to send a British officer with full powers to the disturbed districts. It is hoped that this will not be required. Meanwhile the judicial system of the State is being reorganised by the new Chief Justice Shrinivasa Rao, who was specially selected for the post, and who is reported to have fully justified the promise of his appointment. One important reform has been the substitution of the Hindi for the Persian character in the law courts, as Persian was not understood by the majority of the people. A new judicial establishment, consisting of 142 judges and magistrates, has been created, at a cost of Rx. 36,000 a year. To relieve the distressed districts, immediate reductions of excessive assessments have been granted, and a regular survey, involving a careful revision of the demand, has been sanctioned, and is estimated to cost Rx. 18,784. The abolition of transit duties should do much for the commerce of the State. Much should also be done by the operations of the Public Works Department, which started at once into activity, and has completed much work notwithstanding the interference of heavy rains. Good progress was made both with roads and civil buildings. The chief roads under construction were the Murena-Sheopur and the Hetampur-Amlah. The survey for a light railway from Etawah on the Indian Midland Line through Goona to Shirpur is being undertaken, and it may therefore be hoped that important grain districts in Central India will soon be opened to the export trade. Among the public buildings on which work has been commenced are a college, jail, serai, hospitals, and a cotton press. In the first year of the new régime between 10 and 20 lakhs were profitably expended on public works, and in future a minimum sum of 20 lakhs yearly is to be assigned for the use of this Department. Use will thus be found for the treasures accumulated by the late Maharaja. These treasures, to the amount of Rx. 6,050,189 in coined silver, besides another million's worth of gold and jewels, were unearthed from the secret places in which they had been stored. To put a part of this vast sum to immediate use, the balance, amounting to Rx. 137,785, of a loan of 50 lakhs, borrowed by the late Maharaja from the British Government in 1878, was, at the advice of

NATIVE STATES.

the Agent to the Governor General, repaid; and Rx. 3,500,000 were, in addition, lent to the British Government; to bear interest at 4 per cent. per annum, and to be eventually repaid in instalments, commencing with the majority of the Maharaja. The revenue and expenditure of the State in 1886-87 were found to be Rx. 1,120,500 and Rx. 854,101 respectively. In conclusion, it is most satisfactory to find that the feeling in the State towards the British Government and English officers has greatly improved, and is now stated to be of the most warm and cordial kind.

The report on affairs at *Indore* is by no means so satisfactory. In ascending the *gadi* on the 3rd July 1886, the new Maharaja Holkar gave promises of good government, and began well by abolishing all transit duties and other obnoxious dues within his State. He dismissed, among other leading men in the State, the late Minister, Nana Moroji, but in his place he appointed a former Minister, Dewan Raganath Rao, who is a man of high character and ability. The Maharaja's other appointments to the highest positions in his State were also considered good; and had he been willing both to support the competent officials whose services he had obtained, and himself to pay attention to his public duties, his administration would have been satisfactory; but, unfortunately, he has of late seen fit not only to neglect his own duties, but also to refuse to permit others to work. Meanwhile, complaints have been growing at Indore of the dismissal of worthy officials, of gross interference with the course of justice, and of the appointment of unworthy and ignorant favourites to responsible offices. Under the circumstances the Dewan has felt it impossible to carry out the reforms he sees necessary, and has desired to resign. In his report for the year 1886-87 he thus pointed out the measures demanding the Maharaja's serious attention and consideration: The land revenue settlements require revision, and the burden of the ryots requires to be lightened. The cesses imposed on the ryots towards the close of the late Maharaja's reign should be abolished, as they are neither just nor necessary, but are oppressive to the ryots. Land revenue settlements remain to be made in certain parts. These settlements should be made without any further delay, and with some liberality, as the assessment has become heavy owing to the fall in the price of opium. There is a large sum of irrecoverable arrears of land revenue, which is mischievously operating upon the well-being of the ryots. These require to be remitted. The establishment the Dewan considers necessary would include a patwari for each village, a naib amin for each tract yielding Rx. 5,000 a year, an amin over every two or more naibamins; these again being grouped under four subhas, viz., for Rampura, Indore, Nimar, and Nimawar. Then the civil and criminal jurisdiction should be entrusted to a Zilla judge, with assistant judges under him. Then there is required a State engineer, a State surgeon, and a European superintendent for the Educational Department with Native officers under him. And, the Dewan adds: "To make these services really efficient, an idea of permanency should be infused into them. It is therefore necessary to issue a proclamation that none shall be liable to be dismissed until he is punished criminally, or found, upon due inquiry and trial, to be incompetent; and that none shall be appointed to any post who has not passed the prescribed examination entitling him for the post, and who is not otherwise also fit for the post." No account is given of the expenditure of the State for the year 1886-87, but the revenue collected is stated to have amounted to Rx. 624,220, out of a total demand of Rx. 741,820. Nearly the whole of the balance, Rx. 117,600, is due from land. "The balance of land revenue which remains to be collected," says the Dewan, "is above one-fifth of the demand. I entertain no hopes of its collection. I doubt whether the four-fifths collected have been obtained from the cultivating ryots and from the crops of the year. The truth is that the demand is excessive by more than one-fifth. . . . A wise administrator should at once reduce the demand by one-fifth and adjust the existing unequal taxation. . . . The truth is that permanency and moderation are the *sine qua non* of a good revenue settlement of any country." Another point insisted on is the necessity of making the collections of revenue regular, and for this purpose the Dewan has drafted a revenue code of laws.

The

The appointment of a British officer, Colonel H. C. E. Ward, as Minister to the Begum of *Bhopal*, was referred to in last year's Report. Colonel Ward took up his office at the end of June 1886. The position of the European Minister was a difficult one. He had been brought into a State, the administration of which had for several years been somewhat lax, owing to the constant changes of Ministers, and other causes; and he was naturally opposed by those officials who had hitherto taken advantage of the prevailing laxity to enrich themselves at the expense of the people and of the State. The Minister has made it his aim to work entirely in accord with the wishes of the Begum, to introduce no violent changes, and, as far as possible, to bring in no new men from outside the State. The *Bhopal* constitution is good, and requires no change; and its code of laws is complete enough. But an improvement is much to be desired in the character and efficiency of the officials. Since the arrival of Colonel Ward something has been done in many departments, especially in that of police. Justice also is now better administered, and arrears of many years' standing are fast being cleared away. In this respect, however, the want of reliable statistics of crime, and of criminal and civil cases, prevents any trustworthy comparison between the old and new condition of affairs. Proper statistics will henceforth be kept. The land revenue assessments also are, notwithstanding much obstruction, being effectively revised. The Begum, moreover, has followed the examples of the two other chief powers of Central India in giving up all transit duties; and, in addition, has completely reformed the customs system, so as to prevent obstruction or friction to trade. The loss to the State from this reform in the first six months of 1887 was Rx. 2,074, which is less than was anticipated, and is not a heavy price to pay for immunity from the constant complaints of the old *régime*. On the whole, then, Colonel Ward is considered to have done excellent service in all departments of the administration, and to be regarded with much confidence by the people. But this has not secured him from bitter, but undeserved, attacks from the Native press.

The chief of the Central India States, which is at present under British superintendence is *Rewah*, the administration of which is progressing satisfactorily. The feeling of nobles and people in the State towards the British Government is very friendly; and great assistance in the management of the State is given by the Consultative Council of the principal sardars and nobles. The revenue of the State for the year 1886-87 was Rx. 119,032, and the expenditure Rx. 116,662; of the latter, nearly two lakhs were devoted to public works. The State is not rich, and the development of revenue is not easy. The Umeria coal-fields, from which much was anticipated, have not yet benefited either the State or the British Government, by whom they are worked. It has also been a disappointment to find that efforts to attract emigrants from the over-populous villages of the North West Provinces to the fertile waste lands of *Rewah* have failed. The education of the young Maharaja is being carefully attended to. It has been thought necessary to withdraw him altogether from the unwholesome influences of the zenana in which he was being brought up.

The year under review was the last in the long period of supervision of the *Chhatterpur* State. Since its close, the young Raja has attained his majority, and received charge of the State, which is in a sound financial condition, with a considerable balance invested in Government securities.

Most of the other States of the Agency are considered to have been well administered, especially that of *Rutlam*, the Raja of which has lately been honoured with the decoration of the K.C.I.E.

Exceptions are, however, to be found in the Maharajah of *Bijawar*, who behaved so unsatisfactorily that he had to be deprived of the high criminal powers exercised by him, and in the Senior Raja of *Dewas*, who has also brought on him the reproof the Government by his neglect of his public duties. The Nawab of *Jaora*, who received a loan from Government to extricate him from his financial difficulties is loyally acting up to his pledges, and has succeeded in paying back a considerable portion of the loan.

NATIVE STATES.

The year under review was, on the whole, not favourable to the population of this Agency. The opium trade was brisk though at the reduced prices, which must now be considered normal. The season's crop was, however, poor, being estimated to produce only 30,000 chests. Transit duties were abolished not only in the large States already referred to, but also throughout the smaller States of the Bhopawar Agency. Education shows some progress for the year, the number of schools and scholars having increased from 349 and 14,039 in 1885-86 to 356 and 14,536, respectively, in 1886-87.

Rajputana Agency.

The States of the Rajputana Agency, of which 20 only are of considerable importance, cover an area of 129,750 square miles, lying to the west of the Central India States. Their population in 1881 was 10,268,392. The financial condition of most of the States is satisfactory.

The following statement gives the figures for 1886-87, for the more wealthy States:—

STATE.	Revenue.	Expenditure.	Expenditure on Public Works.
	Rx.	Rx.	Rx.
Jaipur - - - - -	535,100	527,800	108,200
Jodhpur (Marwar) - - - - -	397,700	326,100	95,900
Bhartpur - - - - -	274,300	257,300	Not stated.
Udaipur (Meywar) - - - - -	287,400	242,900	41,600
Alwar - - - - -	250,800	188,700	14,300
Kotah - - - - -	228,800	198,900	25,300
Jhallawar - - - - -	213,400	155,300	11,800
Bikanir - - - - -	191,400	161,100	Not stated.

The position of *Alwar* is especially strong, as it possesses a balance of Rx. 326,900. *Jodhpur* has paid out of revenue 17 out of the 22 lakhs spent on the Jodhpur railway. The portion of the line open in 1886-87 had cost 11 lakhs, on which the return received for the year in the shape of net profits amounted to nearly 12 per cent. An extension of 60 miles of line costing another 11 lakhs was opened during the year. *Jaipur* shows the largest expenditure on public works, of which perhaps the most important are its works of irrigation. These, though they have cost the State Rx. 266,900 since 1868, are by no means unremunerative, having yielded during the same period a revenue of Rx. 106,500, of which over two lakhs was the share of the year 1886. The area irrigated was 28,000 acres.

The State of which the finances have in late years been most embarrassed is *Tonk*. A reform, however, has been effected. A loan of 12 lakhs was received from the Government on condition that the advice of the Political Agent should be followed in matters of administration. The result is that the deficit almost disappeared in 1886-87, and is expected in the next year to be succeeded by a considerable surplus, thanks to a proposed reduction of the expenditure by two lakhs. *Bikanir* and *Karauli* are reported to have freed themselves during the year 1886-87 from their debts. The two other States still considerably involved in debt are *Banswara* and *Dholpur*. *Jaisalmir* and *Pertabgarh* suffered in 1886-87 from a diminution of their income, but their difficulties are likely to be merely temporary.

temporary. The little State of *Jura*, the finances of which had been reduced to order by the management of the Agency, was restored to the Rao Zoraver during the year.

Efforts are being made by several of the States to develop trade. In *Udaipur* (*Meywar*) all transit duties were abolished on the occasion of the Queen's Jubilee. The rulers of *Alwar* and *Jaipur* have established State cotton presses, which have proved very successful both in encouraging cotton cultivation, and as a remunerative undertaking. The Jaipur press, for instance, which was opened in December 1885, had by the end of 1886 pressed over 28,000 bales of cotton, and yielded a net profit of Rx. 5,800.

The season in 1886-87 was not very favourable throughout Rajputana. There was an irregular rainfall, and unexpectedly severe frosts in February, which injured the crops, especially in *Jaipur*, *Jaisalmir*, and *Bikanir*. In the last-named State some districts were in such distress as to require relief-works. The health of the Agency suffered to some extent from the outbreak of cholera at the Pashkar fair, near Ajmere. Partly in consequence of the badness of the season, the year's record of crime in Rajputana was not satisfactory. In the Western States there were 55 dacoities, as compared with 43 in 1885-86, and 98 highway robberies. The capture and execution of a notorious Dacoit, Padia, has had the unexpected effect of exciting instead of checking further crime.

A case of human sacrifice, *Johar*, took place in an outlying district of the *Tonk* State. The crime, which was carefully investigated, seems to have been committed by way of protest against the enforcement by the Durbar of the new land revenue demands.

The *Bhils* of Udaipur (*Meywar*) have been giving some trouble, especially to the Idar authorities beyond the frontier. The Bhil inhabitants of *Jura*, who a few years ago were guilty of a case of witch-swinging, were induced during the year under review to formally renounce the practice. Generally speaking, the condition of the *Bhils* is improving. The treatment of special criminal tribes is engaging much attention; the difficulty of dealing with a tribe, such as the *Minas*, of which not all are given to criminal practices, is especially great.

A serious disturbance occurred during the year under review in the *Bhurtpur* State of the Agency. Some 500 to 700 rebellious Thakurs resisted the authority of the Darbar, and could only be overcome after an engagement in which they lost 25 killed and 15 wounded. The action of the Darbar in resorting to force was, under the circumstances, necessary.

Education, sanitation, vaccination, and medical relief, are gradually spreading throughout the Agency, though in these respects some of the States are far more enlightened than others. *Jaipur*, which is now educating 15 per cent. of its male population, is the most advanced. Next come *Alwar* and *Udaipur* (*Meywar*). The progress in *Bikanir* is also very marked. Some of the States, however, such as *Bhurtpur*, *Karauli*, and *Shapura*, show retrogression instead of advance in educational matters.

Administrative reforms have been most conspicuous in *Jaipur*, where the judicial procedure and administration have been much improved, and in *Kishengarh*. In *Jodhpur* (*Marwar*), too, there has been continuous and marked improvement in the administration ever since 1881. Outlawry and violent crime have been rigorously repressed, order enforced, judicial administration improved, the finances set in order, the revenue increased, and public works of great utility carried out. But the very removal of long-existing abuses has not been without the result of rousing complaints and discontent on the part of those who might have profited by them. In *Jhallawar*, on the other hand, the management of affairs has greatly deteriorated, mainly owing to the supersession of good officials by incompetent persons. The strange conduct and misgovernment of the Maharaj Rana was persisted in, notwithstanding the Viceroy's most solemn warnings, and resulted, after the close of the year under review, in the interference of the Supreme Government, and the temporary curtailment of the chief's powers.

NATIVE STATES.

The rulers of Rajputana, never backward in showing their loyalty, gave prominent expression to it on the occasion of the Jubilee, the remembrance of which will be retained in many of the States by commemorative buildings, such as hospitals, dispensaries, schools, wells, tanks, and bridges. Besides these were numerous and munificent contributions to the Imperial Institute, and to the Countess of Dufferin's Fund.

BENGAL.

The feudatory states of Bengal are Cooch Behar, Hill Tipperah, and the Tributary States or Mahals of Orissa and Chota Nagpur. The status of the *Tributary Mahals of Orissa*, and the question whether they are really feudatory States, or form an integral part of British India, came in 1881 and 1882 under the consideration of the Supreme Court of Calcutta, when the Judges were divided in their opinions on the point. In order to prevent further uncertainty on the question, it has been decided by the Government of India to pronounce, with regard to these States, that they are not part of British India. The necessity for a formal pronouncement is all the greater because litigation is rapidly on the increase in these States. In 1886-87, for instance, the number of civil suits was 18,729, as compared with 13,091 in the previous year, and a larger proportion than ever of the cases were between subjects of the States and residents of the regulation districts of Bengal. Cases of crime were fewer in the year under review. The condition of these States is very backward, and vast areas of good arable land continue to lie fallow. But there is as yet no immigration, much as it is needed. The first requirement in order to open up the country is roads. One new road which has lately been completed in Moharbhung is said to have revolutionised the administration; it is satisfactory that new roads are in process of construction. Other signs of progress will be found in the steps now being taken to preserve the valuable forests of the country, and in the spread of education; 296 new schools, and 3,797 more pupils having been brought under inspection in the year under review. Among the aboriginal tribes, however, education has been rather going back. The year's crops were not very favourable, but the general health was reported to have been good.

Hill Tipperah, with an area of of 4,086 square miles, and a scant population (in 1881) of 95,637, is the most important of the States under the Bengal Government. It is by no means in a satisfactory condition. There is utter disorder in the finances, and much maladministration. The centre of the mischief seems to be the evil influences of the Maharajah's secretary, and of his other bad favourites and advisers. The frequent changes of minister (there have been three in four years) also check the chance of improvement. The revenue is said to have increased from Rx. 24,400 to Rx. 29,000; but there is every sign of recurring deficits. There is such a want of ready money that urgent creditors have to be paid by orders, not always honoured on presentation, on the farmers of revenue, or officials of the State. Sometimes fines or deposits in criminal cases cannot be refunded for months after they are declared due, because they have been appropriated for State requirements. Some, however, of the floating debts of the State which were bearing interest at the rate of 30 to 70 per cent. per annum are said to have been liquidated. Meanwhile State property is being still further alienated by the Maharajah to his relations and dependents, though it is doubtful whether he has legal power to alienate land beyond the term of his own life. The new minister has, nevertheless, worked some improvements. Permanent leases are now allowed to be granted to actual cultivators, and British subjects who have immigrated are allowed to acquire occupancy rights. It is well that immigration is to this extent being encouraged. The value of the export trade of the country in 1886-87 is estimated at Rx. 62,500, which is above the average. The trade has to struggle against many obstacles. Besides a number of petty restrictions there is an *ad valorem* tax on cotton exports, which, with forest produce, form the staples of trade, of as much as 40 per cent. The year 1886-87 was not unfavourable to the condition of the people, who are generally described as lazy, peaceful, and contented. Crime, especially among the Manipuris, is very light; only three serious cases are reported.

In the *Tributary States of Chota Nagpur* there is evidence of marked educational progress in the increase from 38 schools and 1,072 scholars in 1885-86 to 58 schools and 1,530 scholars in 1886-87. The Tributary chiefs are considered to have generally administered their territories with care and success; crime was light, and civil cases few. The opening of the new Bengal Nagpur Railway, together with new road communications, may be expected to develop and improve the country. In 1886-87 the material condition of the people is reported to have been fairly good, though crops were hardly up to the average, and cattle disease was prevalent. The public health was satisfactory.

NATIVE STATES.

No account of the affairs of *Cooch Behar* has been received. The relations of the State with the Bengal Government were most friendly and satisfactory.

The number of native States subordinate to the Punjab Government is 34. They are grouped as follows: *Patiála*, *Baháwalpur*, *Jind*, and *Nábha*, under the Lieutenant Governor; *Kapurthalla*, *Faridkot*, *Mandhi*, and *Suket*, controlled by the Commissioner of Jullunder, *Chamba*, by the Commissioner of Lahore, and the rest by the Commissioner of Delhi.

PUNJAB.

Of these the important State of *Kapurthalla* is, during the minority of the Raja, being administered by a British officer as superintendent. The administration of this and of most of the other Punjab States is considered quite satisfactory. Exceptions to this general rule will be found, for the period under review, in *Suket* and *Maler Kolla*. In *Suket* the Raja has been inclined to act in a harsh and arbitrary manner towards both relatives and subjects. The frequent complaints that have arisen in consequence have seldom found redress. A severe remonstrance has now been addressed to the Raja by the Lieutenant Governor, and, it may be hoped will be attended to. In *Maler Kolla* the superintendent of the State died in May 1886. His successor, though appointed, was unable to take up his duties till March 1887. The want of a guiding hand in the interval led to great deterioration in the Government, which, however, may be expected to be remedied under the new superintendent. The somewhat undefined powers, and illegal exactions of the chief relations seem to require some check. The matter is being considered.

In *Faridkot* the only feature of the administration which is not considered to be deserving of praise is to be found in the strained relations between the Raja and some of his jagirdars. The Hill State of *Sirmur (Nahun)* is so well administered that it is held up as a model for all the other Hill States. The Raja was during the year honoured with a G.C.S.I. In *Kapurthala* the principal event was the marriage of the Raja. The expenses of the ceremony, amounting to 6½ lakhs, were defrayed from ordinary revenues; there was some difficulty in consequence in meeting the enhanced expenditure, 25 lakhs, during the year. The Raja of *Jind* died in March 1887. A great benefit is being bestowed on the States of *Patiála*, *Jind*, *Nábha*, and *Bahawalpur*, by the construction of the Sirhind Canal, of which 1,201 miles of distributing channels have been completed and handed over to the native authorities in these States.

Of the 15 Feudatory States connected with the Central Provinces, in only one, that of *Bamra*, did the chief really consider the interests of his subjects. As with the State of *Baste* in 1885-86, so with that of *Sonpur* in the year under review it was found necessary to appoint an extra Assistant Commissioner as Minister. Similar arrangements are also to be carried out in the *Rehrahole* State. In each of these States the Rajahs are incapable of ruling well without assistance, but being well-intentioned will probably be able, with good advice, to administer their affairs satisfactorily. Six of these States have been taken under Government management in consequence of the gross misrule of their chiefs. Three of the States under Government management are placed under a special officer newly appointed under the title of Political Agent of the Chhattisgarh Feudatories. The year seems to have been one of scanty rainfall and of not very favourable conditions for the population of these States.

CENTRAL PROVINCES.

Trovancore and *Cochin* are the most important of the States under the Madras Government. *Pudukota* is also a State of considerable size. The remaining

MADRAS.

NATIVE STATES.

remaining two States of *Banganipale* and *Sunder* are of less importance, and of them there is nothing special to report in the year under review.

In the States of *Travancore* and *Cochin* there is great similarity both of administration and of physical character and history. Both States in the year under review passed regulations legalising the execution within their territories of decrees by civil courts in British India, or in other native States. The decrees of *Cochin* and *Travancore* Civil Courts will, on the other hand, be executed in British districts. Both were likewise in a very strong financial position. *Travancore*, with a revenue of 55½ lakhs, and *Cochin*, with 16¼ lakhs, added during the year to their balances, which stood in August 1886 at 58½ and 36 lakhs respectively. Both States, especially *Cochin*, would do better if they spent their resources rather more liberally on the development of public works. In *Travancore* a large scheme is required to prevent the brackish drainage of the backwaters from periodically overflowing and poisoning the rice fields. The year under review was, on the whole, one of prosperity in these States. Trade, however, especially that in coffee, was depressed. The extension of cultivation, which is going on, is to some extent impeded in *Travancore* by difficulties and delays put by the authorities in the way of applicants bringing waste or abandoned lands into cultivation. A reform in this respect is promised. Improvement is also needed in *Travancore* in the work of some of the Zillah Courts, and still more in *Cochin*, in the working of the *Angikaimal* Court, where there are such heavy arrears, that a contested case lasts on an average 20 months. Education and sanitation also require more attention in *Cochin*. In *Travancore* education shows good progress except as regards the *Muhammadians*, of whom fewer in this State, as well as in *Cochin*, were under instruction in 1886.

In *Pudukota* the most important event of the year was the death in April 1886 of the *Raja Ramachendra Tondiman Bahadur*, who was succeeded by his grandson, *Marthanda Bhyrava Tondiman Bahadur*, of the age of 11. There was a deficiency of rain, and therefore not a good season in the State. The land revenue collection, Rx. 47,600, was nevertheless the highest on record, and obtained without difficulty. The total receipts of the year amounted to Rx. 56,600, leaving a surplus over expenditure of Rx. 5,200; the year closed with a cash balance of Rx. 61,000. The administration of the State was satisfactory.

BOMBAY.

Of the numerous native States subordinate to the *Bombay Presidency*, the most important are those in the Northern Division, including *Cutch*, *Kathiawar*, and the States of the *Palanpur*, *Mahi Kantha*, *Rewa Kantha*, and *Surat Agencies*. In the Southern Division *Kolhapur* is the chief State, while *Savantvadi* and the Southern *Mahratta Jaghirs* also occupy considerable areas. In the Central Division the *Satara Jaghirs* and the *Dang States*, and in *Sind* *Khairpur*, though considerable in extent, have a scanty population. The most general reform of the year was the abolition of transit duties in many States. They had been already abolished by *Kolhapur* and some of the more important *Kathiawar Chiefs*. But in 1886-87 these obnoxious taxes were also done away throughout the *Palanpur*, *Mahi Kantha*, and *Rewa Kantha Agencies*, and in the States of *Dharampoor*, *Akalkot*, and *Jawhar*; also in *Sangli* and the *Southern Mahratta States*. As *Baroda* and *Meywar* have also been freed from transit dues, trade in this northern portion of the *Bombay Presidency* should largely increase. A natural result will also be that trade, once unfettered, will seek the easiest routes and the most convenient outlets. Thus in *Kathiawar* the abolition of duties on the frontiers of some of the Northern States has already tended to divert trade from the northern coast towns to the more suitable ports of *Bhaunagar*. The resulting depression of the less favoured outlets of trade was all the greater because the volume of commerce in 1886-87 was diminished by an unfavourable season, and short crops of cotton and wheat. In *Cutch* ports, however, it is noticed that, though shipping was less active, trade generally advanced, the new steam ginning factories and cotton presses having proved of great use. The season and the crops, in consequence partly of an irregular rainfall and partly of some severe frosts in February, were, as a rule,

rule, much below the average in the States of the Northern Division. The NATIVE STATES other States enjoyed crops either up to or above the average.

In *Kathiawar*, where there was certainly considerable distress among the people, there was a continuance of lawlessness. In this area there were, in 1886-87, 117 serious robberies and 78 dacoities, by which 11 persons were killed, 61 wounded, and 24 carried off as hostages. One band of Mekrani outlaws was, indeed, exterminated, though not till they had murdered 21 persons and mutilated 98, and robbed 81 villages. But even the success against this band was qualified by the failure to convict one of its chiefs, Movar Sadhvani, who, having been acquitted in the trial, was afterwards "provided for" by receiving a post as jemadar under the *Junagad* State, a curious instance of setting a thief to catch a thief, but one which is not likely to tend to the improvement, so much needed, in the police administration of this State. Nor is serious disorder confined to *Kathiawar*. In the *Mohikantha* also, 26 dacoities and 40 robberies, with six persons killed and 32 wounded, are reported in the year under review. Dacoits, undoubtedly, receive sympathy from a part of the population. This sympathy, indeed, induced the Bhils of the village of Jaila to resist a party of Idar police, of whom 2 were killed and 10 wounded. The Bhils then abandoned the village and decamped across the border into Meywar, where all efforts to punish them have failed. The abolition of the old Gaekwar's contingent, and the efficient organisation of the new police, the cost of which is met mainly from the revenues of Baroda, will, it is hoped, gradually reduce the condition of the numerous native States of Gujerat to better order. In the *Palanpur* Agency, on the other hand, with its generally turbulent population, there was a remarkable decrease of crime in the year under review. Education shows progress in almost all the native states of Bombay; the most important exception is *Khairpur*. In *Kathiawar*, where there were 37 new schools and 2,500 more scholars, the advance was most marked. The opening of the Talukdari school at Palanpur, and the building of a new Talukdari school at Sadra for the Mahikantha Agency, also a successful effort under missionary auspices to introduce education among the Bhils of the same agency, deserve special notice.

Several native states in Bombay were under direct British management in 1886-87. *Savantvadi* remained in the hands of a political superintendent in consequence of the absolute unfitness of the Sir Desai to assume the Government. The revenue of this State has now increased to over 4 lakhs, and, after meeting the expenditure required by a much improved administration, leaves a satisfactory surplus. The project of connecting the capital by a steam tramway with either the southern Mahratta line at Belgaum, or with the sea at Vengurla, is under consideration. Under an agreement of 1838, the small state of *Narukot* continues to be administered by British officers, and is, to all appearances, in a satisfactory condition. The somewhat larger State of *Akalkot* is under the management of a native minister during the minority of its chief. Its administration is creditable. Joint administrations, where a chief who is not considered capable of ruling alone is associated with a British or native officer with equal or superior powers, have been tried on several occasions, though not always with success, by the Bombay Government. That in *Sangli* has worked harmoniously and efficiently. The expenditure of the State was less than nine lakhs; the revenue nearly one and a quarter lakhs higher. In *Miraj (Senior)*, where there had been a joint administration for nearly a year, the chief, on assuming his majority, in February 1887, was invested with full powers. All departments of the State were then in good order, and there was a large balance to its credit. The joint administration of the small State of *Sachin* was terminated in December 1886, by the resignation of the Nawab, who preferred to lead a dissolute life under no restriction of office. The State thereupon remained in the sole charge of the Native Agent, who is reported to have administered it well. The joint administration of the more important State of *Rajpipla* was by no means satisfactory as regards the relations between the chief and his coadjutor. The arrangement, which was rendered practically unworkable by the ill-conduct and obstructive attitude

NATIVE STATES.

of the Raja, has, since the close of the year under review, been put an end to by the exclusion of the Raja from all power in the administration. In Kathiawar, again, the prolonged and aggravated misrule of the State of *Porbandar* at last forced the Government to interfere. For 20 years remonstrances and warnings had been tried in vain, the Raja's reiterated promises of reform having again and again been broken. Accordingly, in May 1886, a British administrator of the State was appointed. By the end of the year every department of the State had been reformed, or was in process of reform; evil and inefficient officers had been got rid of, and public works of utility begun. Hitherto there had been no expenditure at all on public works in the State, though the Raja had accumulated a treasure of 28½ lakhs by exactions from his subjects. The important State of *Kolhapur*, with its feudatories, was also for a part of the year under British administration, but from a different cause. The Maharaja is a minor, and in March 1886 the Regent of the State, the enlightened Chief of Kagal, died. Thereupon the Political Agent assumed the presidency of the Council, and took charge of the administration. This arrangement, however, came to an end in November, when a new Council of administration was formed with a native dewan as president, and the chief judge and chief revenue officers as members. *Kolhapur*, with a revenue, in 1886-87, of over 23 lakhs, an expenditure of 22 lakhs, and a balance of 28½ lakhs, is in a strong financial position. It is all the more to be regretted that the Maharaja's estates are somewhat harshly rackrented. The administration of justice in the State shows improvement.

Among the States of Kathiawar, the most wisely and liberally administered is the first-class State of *Bhaunagar*, the chief of which was honoured in the year under review by being appointed a Knight Grand Commander of the Order of the Star of India. Of the second-class States, *Gondal* is the most advanced. None of the important Kathiawar States, which are not under management, are considered to be in financial difficulties, excepting, perhaps, *Navanagar*, which, however, has suffered from a series of specially bad seasons, and may with better times free itself from its difficulties. The States of Kathiawar have shown satisfactory attention to public works. Their expenditure in this direction in 1886-87 amounted to over 16½ lakhs. The *Bhaunagar-Gondal* and *Morvi* railways have proved exceedingly successful lines, and considerable extensions are in prospect. Quarrels between the States show little diminution. Those between *Cutch* on the one hand and *Morvi* and *Navanagar* on the other have been specially bitter. In *Cutch* the most important public work undertaken has been in connection with the *Mandvi Harbour*, but has not yet fulfilled its object. But it is hoped that when the extension of the breakwater, now sanctioned, is completed, the harbour may be so improved as to give space and security to a growing trade. The preponderance of Gujerati foreigners in the higher posts in the administration in the *Cutch* State is the cause of some discontent and probable mismanagement. Improvement is specially required in the working of the judicial and police departments. It would be well, too, if the system of farming the revenues were abolished. The introduction of a budget for public works expenditure is a satisfactory reform which has been brought about since the close of the year under review.

Complaints of the smaller chieftains and grassias continue to be successfully dealt with by the *Rajasthanik Court*, but for which, constant resort to bloodshed and outlawry might be feared. The constitution of the court has been continued to the end of 1890.

The relations of India with Afghanistan centred round the operations of the Russo-Afghan Boundary Commission. By a protocol of 10th September 1885, the valley of *Penjdeh* had been ceded to Russia, and it became necessary for a joint commission to carry out, on this basis, the delimitation of the Afghan frontier from Persia to the Oxus. Colonel Sir West Ridgeway was appointed chief representative of the British Government on the Commission, while Colonel Kuhlberg represented Russia. The Commissioners met on the Afghan frontier on the 10th November 1885. Before winter set in 93 miles had been demarcated, and 42 miles more of frontier, as far as *Maruchak*, practically settled. In March 1886 the work of delimitation recommenced. It soon became evident that a serious difference existed

FRONTIER
RELATIONS

Afghanistan, and
the Boundary
Commission.

existed between the representatives of the two Governments as to the Afghan claim to the district of Khamiab, the Russians demanding that, in accordance with an agreement between the two Governments in 1873, the frontier should be drawn to the "post of Khoja Saleh," on the Oxus, the identification of this "post" being also in dispute, and that the Afghans should accordingly be obliged to evacuate a district they had been in peaceful occupation of for 37 years. As it was found impossible to come to an agreement on the spot, it was decided that the Commissioners should settle the frontier up to Dukchi, and leave the remainder of the line up to the Oxus to be determined by direct negotiation between the two Governments. This was accordingly done; and the Commissioners separated in the middle of September. On his return journey the British Commissioner visited Cabul, and the princely hospitality there shown him by the Amir was evidence of the improved relations existing between the Afghan ruler and the British Government. At the end of October the mission finally crossed the Indian frontier, and was broken up on the 5th November 1886. Negotiations, however, for the final settlement of the frontier were again commenced in April 1887, when Colonel Sir West Ridgeway proceeded to St. Petersburg as the representative of Her Majesty's Government. Though at one time it seemed that these negotiations would come to a hopeless dead-lock, it was finally decided, on the 22nd July 1887, to agree to a compromise, by which the Afghans were to retain the whole district of Khamiab, while they were to give up a considerable extent of pasture lands in the Kushk, Kashan, and Murghab valleys, which had, indeed, long been occupied by the Russian Sariks of Penjdeh, but which had been assigned to Afghanistan by the Commissioners under the terms of the Protocol of September 1885. The arrangement was considered satisfactory to both Governments, and was willingly assented to by the Amir. It only remained to set up pillars along the frontier agreed to. This has since been effected.

While the British Mission was in Cabul, in October 1886, a serious rebellion against the Amir's authority broke out among the Ghilzai tribes. The insurgents were, however, defeated, and the insurrection was practically at an end before August 1887, the power of the Amir being re-established stronger than before.

The country of Baluchistan and the tracts with which the Governor General's Agency in Baluchistan has relations have an area of about 130,000 square miles, lying between Persia and Afghanistan and the British Indian Provinces of the Punjab and Sind. The area may be divided, for the purposes of the Agency, into five sections, viz. : (1) that part of Baluchistan which is of the nature of a confederation of chiefs administered by or under the suzerainty of the Khan of Kalat; (2) the districts of Quetta and the Bolan, which, being part of the dominions of the Khan, are administered on his behalf by the British Government; (3) the "Assigned Districts," formerly belonging to Afghanistan, which are directly under British administration, and include Pishin, Sibi, Harnai, Thal Chotali, and Shorarud. These districts were, in November 1887, constituted British territory, and placed under the Chief Commissioner of British Baluchistan. Then (4) there are the Afghan tribes between the Amir's territory and India; and (5) the Baluch tribes, known as Marris and Bugtis. The conduct of the tribes having relations with the Agency, or under its direct control, was satisfactory in 1885-86 and 1886-87. The Ghilzai rising in Afghanistan, however, caused some agitation on the British side of the border during the last half of the latter year. One satisfactory event of the year 1886-87 was the submission of the Zhob Kakar Chief, Shah Jahau, against whom an expedition had lately been sent, and who had hitherto refused to submit. Other Zhob chiefs also visited the Governor General's Agent at Sibi.

The aged Chief of Kharan, who is the recognised chief of the Baluch clans of the Helmund, died in August 1885, and was succeeded by his son, Naoroz Khan, the satisfactory relations between whom and the British Government are indicated by the fact that he has lately been honoured by being appointed a Knight Commander of the Order of the Indian Empire.

The revenues of the districts under the direct administration of the British Agency are shown in the following statement:—

	1884-85.		1885-86.		1886-87.	
	Rx.	Rx.	Rx.	Rx.	Rx.	Rx.
Thal Chotiali Assigned Districts :						
Sibi, Direct Revenue - - -	5,858		5,866		5,224	
" Indirect Revenue - - -	5,357		6,205		7,840	
		11,215		12,071		13,064
Thal Chotiali, Direct Revenue -	3,917		5,599		5,088	
" " Indirect Revenue -	980		1,652		2,302	
		4,897		7,251		7,480
Harnai, &c., Direct Revenue -	2,159		2,812		1,943	
" Indirect Revenue -	980		2,569		2,987	
		3,139		5,381		4,930
TOTAL, Thal Chotiali Districts		19,251		24,703		25,474
<i>Add.</i> —Revenues derived from administration of Bori Valley.		-		-		650
TOTAL inclusive of Bori Valley		19,251		24,703		26,124
TOTAL, Pishin and Shorarud Districts.		9,228		6,227		7,087
TOTAL Revenues of Assigned Districts.		28,479		30,930		33,211
Quetta :						
Land Revenues - - - -	3,286		2,808			
Other Sources - - - -	6,076		7,315			
		9,302		10,123		13,134

Of the indirect sources of revenue, excise is the most prolific, especially in Quetta, of which half the revenues are from this source, and in Sibi, where the excise receipts exceeded Rx. 3,500. The land revenue in the years under review was taken on the "batai" system prevalent in the country, under which Government receives a share of the produce of the fields in kind. This system has since been abandoned.

In 1885-86 and 1886-87, in consequence of bad harvests, the Government share of grain was smaller than in 1884-85; but the rise in prices nearly equalised the value of the Government tax. In 1885-86, as compared with 1884-85, the rise in the price of grain was as much as 55 per cent. in Sibi, 39 per cent. in Harnai, and 32 per cent. in Thal Chotiali.

The civil expenditure of the Assigned Districts cannot be clearly shown; but in Quetta, the expenditure during the three years 1884-85, 1885-86, and 1886-87 was Rx. 6,433, Rx. 10,843, and Rx. 10,560, respectively; of these amounts, Rx. 896, Rx. 2,226, and Rx. 2,479 were in the respective years spent on new public works. In the administration of Quetta and its district, there thus appears to be a considerable surplus over ordinary expenditure. Meanwhile, the town is flourishing, and increasing in wealth and prosperity, and the people are far better off than they were before the British occupation.

Taking the Baluchistan Agency as a whole, the land revenue may be said to be practically stationary; and increase can only be expected from the inclusion of new districts and from irrigation schemes. Indirect taxation is, however, likely to grow considerably, as it has been growing in the past. Several important irrigation schemes were pushed on during the year 1886-87, at a cost during the twelve months of Rx. 16,155.

The most important public works under construction in the years 1885-86 and 1886-87 were the railway works in connection with the military system of frontier defence. In 1885-86, however, the railway works in the Bolan Pass had, for a time, to be abandoned in consequence of a severe outbreak of

of cholera among the workmen; but in 1886-87 the line was successfully completed to Quetta. FRONTIER
RELATIONS.

The health of the Agency districts was very unfavourable during 1885-86, but moderately favourable in the following year. Experience indicates that in these tracts a rainy season is necessarily an unhealthy season.

The trade between the Agency Districts and Kandahar was represented, in 1885-86, by 21,066 camels and 5,031 donkeys coming from, and 3,711 camels and 292 donkeys going to, Kandahar. In 1886-87 there were 19,074 camel loads and 8,814 donkey loads from, and 5,640 camel loads and 5,813 donkey loads to, Kandahar.

Education is very backward in Baluchistan, being represented by only two Anglo-Vernacular schools, one at Quetta, the other at Sibi, both of which are progressing steadily. The inhabitants of the country, whether Pathan, Baluch, or Brahui, care little for education as yet, and instead of accepting free education as a boon, expect to receive a pecuniary reward for sending their children to school at all. To meet their expectations some small scholarships or prizes are being provided.

The most important event in connection with the tribes on the Punjab Punjab Border. frontier was the submission of the *Bonerwals*, and the consequent raising of the blockade against them in February 1887. The Government arms taken in the raid on Pirsai were restored, and a fine of *Rx.* 150 paid. From the great demand for salt, cloth, &c., and the quantities of goods brought from Boner to the market after the raising of the blockade, it would appear that the tribe had been suffering severely by the proceedings taken against them. Arrangements with the *Khyber tribes* continued satisfactory. Affairs in Kurram were disappointing, as the *Turis* failed to administer the valley successfully. The Assistant Commissioner's attempts to check the influences of faction failed, and he accordingly withdrew to Thal, severing his immediate connection with Kurram affairs. The *Akhels* were the worst behaved tribe on the Kohat border, having committed 33 offences; the *Mahsuds*, who in 1885-86 committed 52 offences, were guilty of 30 offences, and on the whole showed a decided improvement in temper and conduct. The *Shirani* tribe continued under blockade during the year. Efforts were made by increasing the power of the chief to secure better order among the *Bozdars*. There were, as usual, quarrels and fighting between many of the tribes on the Punjab border, but on the whole there appears to have been improvement in their relations with the British Government, and in their dealings with one another.

There was no interruption in the friendly relations with *Nipal*, in which Nipal. State the most prominent event of the year was the marriage of the Maharaj Adhiraj, in April 1886. It is satisfactory that by the efforts of the Minister and the British Resident a case of sati was prevented, on the occasion of the death, in May 1887, of the late Commander in Chief, General Run Shamsher.

Relations with the small State of *Sikkim* were not satisfactory, in consequence of the attitude of the Maharaja, who attached himself to a party Sikkim and
Thibet. in Thibet, and allowed a force of Thibetans to cross the frontier in July 1886, and to establish themselves in the Lingtu Fort, commanding the Jelapla Pass into Thibet. Arrangements for a commercial mission to Thibet, which had been organised, were, in accordance with a treaty with China of July 1886, postponed.

Internal dissensions in *Bhutan* delayed the payment of the usual subsidy Bhutan. to the Raja. In other respects the relations with that State require no remark.

Of the frontier tribes of Assam, the only ones that gave much trouble to the British Government in 1886-87 were the *Kapaschor Akas* and the *Chulikata Mishmis*. Both these tribes remained under blockade throughout the year. Additional pressure was brought to bear on the Akas by also forbidding the Harizkowa Akas, through whom the Kapaschor Akas were suspected of obtaining supplies, from visiting the plains. The increased pressure was successful, though not till after the close of the year under review, for the tribes have now submitted to the conditions imposed. Assam, and
Bengal Frontier
Tribes. With regard to the Chulikata Mishmis there is some doubt whether there is sufficient common authority among the tribesmen, who have been excluded from the Assam markets, to enable them to bring pressure on the parties guilty of the murder perpetrated in 1884, which is the cause of their present blockade.

FRONTIER
RELATIONS.

blockade. In the *Naga Hills* District there was almost complete tranquillity following on the punishment inflicted in the previous year on the Khonoma villagers for their raid on Shipvomi. The only punitive measure in the year 1886-87 was the burning of the village of Naogaon of the Ao tribe, and the imposition of a fine. Their offence had been an outrage against another village of the same tribe. Good progress, it is said, has been made in opening out roads in this district, and travelling in it is said to be now quite secure.

The *Chittagong Hill Tracts* on the frontier of Bengal remained without disturbance throughout the year 1886-87. The work of the frontier police was eminently satisfactory, and with peace trade with the Haulongs showed considerable increase.

Manipur.

In *Manipur* the chief event was the death, in May 1886, of the Maharaja Chandra Kirti Singh, after a reign of 35 years, during which he had often rendered loyal assistance to the British Government. The Maharaja was succeeded by his son, the present Maharaja Sur Chandra Singh. There was, however, an attempt to dispute the succession. But the revolt under Prince Bara Chaula was quickly put down; and its leaders have been confined as political prisoners in British territory. In the course of the year some military operations of minor importance took place from Manipur in the direction of Upper Burma. The Kubo Valley was reduced to peace and order; and a road from Manipur, *via* Tammu, to the Chindwin at Sittoung was commenced.

Upper Burma.

There was a marked increase of intercourse between the Lakhimpur district of Assam and the Hukong district of Upper Burma, from which large quantities of rubber were exported to the market of Dibrugarh. This has led to an inquiry into the communications between Assam and Burma, which, it may be hoped, will soon be opened up.

The affairs of Upper Burma itself, down to the close of the year 1886, were fully dealt with in last year's Report. A further account of the affairs in that country will be found in the next chapter. There is no definite information as to the extent and condition of the Shan States subordinate to Upper Burma, nor is the boundary line between Chinese and Burmese jurisdiction yet determined. This boundary is eventually to be laid down by an Anglo-Chinese Commission, in accordance with the Treaty of 24th July 1886, which also determines the relations and the trade arrangements between the two countries.

China.

Aden.

Friendly relations were maintained during the year with the Arab tribes near Aden. The only armed operations that were necessary consisted in affording relief to the garrisons of the Abdali Sultan, which were surrounded by the Sabaihis. The trade of the settlement shows a steady development. In 1886-87 the imports and exports by sea and land amounted to Rx. 4,734,000, or about 33 lakhs more than the highest previous record. This increase is curiously coincident with a decline in the shipping using the port. It is noticed that crime has largely increased in the settlement, owing, it is said, to the influx of Somalis from the English-protected districts on the other side of the gulf, and of Arabs from the famine-stricken districts of Yemen. Nearly half of the 1,054 criminal offenders in Aden were Somalis. None of the crime was of a serious nature.

Somali Coast.

On the Somali coast the principal ports are at Berbera, Bulhar, and Zaila. The receipts of Berbera and Bulhar amounted in 1886-87 to Rx. 9,700, or Rx. 2,725 more than in the previous year, and exceeded the expenditure by Rx. 3,025. In Zaila, however, where the expenditure was Rx. 3,886, there was a small deficit of Rx. 76. The trade of Berbera was valued in 1886-87 at 2½ lakhs, that of Zaila at 8½, and that of Bulhar at 6¼ lakhs. The trade of Zaila suffered during the year from warlike operations in the interior, where the important town of Harrar was captured by King Meuclek of Shoa, in January 1887. Before the close of the year, however, trade had begun to revive.

Muscat and the
Persian Gulf.

In the Persian Gulf the relations of the British Government with the local chiefs were undisturbed. Tribal hostilities also were unimportant. The Sultan of Muscat, who has since died, received the Grand Cross of the Order of the Star of India. The Persian Gulf coast suffered during 1886-87 from scarcity and deepening commercial depression. Harvests were poor; prices rose, culminating in a bread riot at Shiraz, and a general

a general embargo on the export of grain from the Persian coast. Piracy, too, in the Turkish waters of El Katif, had an injurious influence. The trade of the Gulf was consequently smaller than in 1885-86. In Muscat, on the other hand, trade increased.

Only one slave dhow, with 21 slaves, was captured during the year by Her Majesty's ships on the Persian Gulf station. But it is believed that numbers of slaves were shipped from the African coast, and that many reached Oman. It was a suspicious fact that most of the 200 dhows that were met and boarded were in ballast, and alleged that they had landed their cargoes, some, it may be inferred, of slaves, further south.

ARMY.

As stated in the Report for 1885-86, a considerable increase to the European and Native Armies in India was sanctioned in 1885. A large portion of the increase was made in the course of 1885-86, and part of the remainder in 1886-87. The subjoined statement shows the sanctioned establishment in 1886-87 :—

British troops	- - - - -	72,002
Native troops	Bengal	82,430
	Madras	30,347
	Bombay	27,833
	Hyderabad Contingent	7,888
		148,498
		220,500

The actual strength of the Army at the end of 1886-87 (1st April 1887), was as follows :—

BENGAL.					
BRITISH :					
Cavalry	- - - -	6 regiments	3,807		
Artillery	- - - -	46 batteries	6,691		
Infantry	- - - -	34 battalions	34,584		
				45,082	
NATIVE :					
Cavalry	- - - -	24 regiments	14,760		
Artillery	- - - -	7 batteries	1,462		
Infantry	- - - -	59 battalions	50,544		
Other corps (including Hyderabad Contingent)	- - - -		15,024		
				82,390	
					127,472
MADRAS.					
BRITISH :					
Cavalry	- - - -	2 regiments	1,182		
Artillery	- - - -	20 batteries	2,885		
Infantry	- - - -	11 battalions	11,460		
				15,527	
NATIVE :					
Cavalry	- - - -	4 regiments	1,908		
Infantry	- - - -	32 battalions	26,261		
Other corps	- - - -		1,880		
				29,534	
					45,061
BOMBAY.					
BRITISH :					
Cavalry	- - - -	1 regiment	666		
Artillery	- - - -	17 batteries	2,627		
Infantry	- - - -	8 battalions	7,477		
				10,770	
NATIVE :					
Cavalry	- - - -	6 regiments	3,787		
Artillery	- - - -	2 batteries	238		
Infantry	- - - -	20 battalions	16,419		
Other corps	- - - -		730		
				21,174	
					81,944
TOTAL - - -					204,477

164 STATEMENT EXHIBITING THE MORAL AND MATERIAL

ARMY.

Of the Army in Burma, the portion quartered in Lower Burma was, as usual, drawn entirely from the Madras Presidency. The following were the numbers on 1st April 1887 :—

BRITISH :			
Artillery - - - - -	250		
Infantry - - - - -	2,142	2,392	
NATIVE :			
Infantry - - - - -	4,451		
Others - - - - -	57	4,508	
TOTAL - - - - -			6,900

The force in Upper Burma was composed of troops from the three Presidencies. On 1st April 1887 the numbers present were :—

From BENGAL.			
BRITISH :			
Artillery - - - - -	276		
Infantry - - - - -	2,304	2,580	
NATIVE :			
Cavalry - - - - -	494		
Artillery - - - - -	637		
Infantry - - - - -	7,938		
Others - - - - -	370	9,430	
From MADRAS.			
BRITISH :			
Artillery - - - - -	279		
Infantry - - - - -	2,739	3,018	
NATIVE :			
Cavalry - - - - -	443		
Infantry - - - - -	5,880		
Others - - - - -	176	6,499	
From BOMBAY.			
NATIVE :			
Cavalry - - - - -	484		
Artillery - - - - -	213		
Infantry - - - - -	2,531		
Others - - - - -	116	3,394	
TOTAL - - - - -			24,930

The net expenditure on the Army in 1886-87 was as under :—

India - - - - -	Rx.	13,706,000
England - - - - -		4,834,000
	Rx. - - - - -	18,540,000

The

The number of Volunteers in the whole of India, on 1st April 1887, was as under :—

ARMY.
Indian Volunteer
Force.

	Enrolled.	Efficient.
Cavalry, 6 corps, aggregating 18 troops - - - -	756	616
Artillery, 5 corps, aggregating 6 batteries - - - -	400	319
Mounted Rifles, 7 corps, aggregating 9 companies - - - -	453	332
Infantry, 53 corps, aggregating 254 companies - - - -	15,582	12,802
TOTAL - - -	17,191	14,069

Of the artillery, there were two batteries at Madras and one battery at each of the following seaports, viz. :—

Rangoon, Calcutta, and Moulmein.

Nine of the infantry corps are composed of men employed on the various railways, and these corps are some of the strongest in the force.

The question of forming reserves of Volunteers has been under consideration for some years. The point as to which there seems to be a difficulty is the fixing a satisfactory test in respect of proficiency in musketry and efficiency in drill of the reservists, many of whom would be living far away from regular rifle ranges, and would have but few opportunities of attending drill. Until some fairly satisfactory test is established, it will scarcely be possible for the Government to afford the reservists pecuniary assistance in the shape of capitation grants. No final orders were passed on the subject during the year under review.

Volunteer
Reserves.

The only military operations engaged in during the year 1886-87 were those carried on against the rebels and dacoits in Upper Burma. In these none of the encounters rose to the dignity of a battle. Some account of them, however, will be found in the next chapter, relating to the affairs in Upper Burma.

MILITARY
OPERATIONS.

XVII.

AFFAIRS IN UPPER BURMA.

Pacification of the
country.

THE Report for last year brought the account of matters in Upper Burma to September 1886, and the present section will continue the narrative down to June 1888. In the autumn of 1886 a large addition was made to the military garrison, which was raised to about 24,000 men. As soon as the season permitted, columns took the field in many directions, some against the guerillas and dacoits, which harassed the interior of nearly every district, and actually dominated considerable areas in some districts; other columns went, one into the Southern Shan States, one to Thebaw in the Northern Shan country, one to Wuntho, a Shan State, north-east of Mandalay, which had not acknowledged British supremacy, one into the Kubo Valley, near the Upper Chindwin River; a fourth into the Ruby Mines District, which had not been occupied, and a fifth into the Yaw country, a wild tract north of the Irrawaddy River, which, even in Burmese times, had been little governed, and which was becoming a resort of dacoit hordes. Much improvement was effected in the Pyinmana and Yamethin Districts, which had been the most disordered, and in Shwebo, Kyauksé, and in the Central Districts of the Irrawaddy Valley. The Shan States column, after one small encounter, broke up the hostile confederation in the Southern Shan country, and secured the surrender of the Burmese Prince at its head; the Northern Shan column reached Thebaw, the head-quarters of a friendly chief (Sawbwa); the two Wuntho columns procured the submission and pacification of the Wuntho chiefship almost without firing a shot; the Ruby Mines tract was occupied after one slight skirmish; a beginning was made towards the subjugation of the Yaw country, where some opposition was encountered, while the Kubo Valley was occupied and pacified. The number of military posts placed in commanding positions over the country was increased to 150. In the summer of 1887 some reduction was made in the military garrison, and certain posts were taken over by the military police. There had been little loss to our troops from the enemy, but there had been much sickness; the horses of the cavalry, who did most valuable service, suffered greatly from the climate. The mounted infantry, riding on hardy Burmese ponies, had proved of the greatest value in hunting rebels, capturing or killing rebel leaders, and in making long marches day after day through broken country. Everywhere the chief difficulty was the carriage of supplies over broken, jungle-clad, roadless tracts. In the cold season of 1887-88 operations were again actively carried on in the districts where large rebel bands still remained; and columns were sent to Mogoung and the Jade Mines, into the Southern Shan States, into the Northern Shan States, into the Yaw country, and into the Chin highlands. The Mogoung column made friends with the Kachin tribes about the Jade Mines and towards the Assam hills; a garrison of military police was left at Mogoung, which has repulsed two serious attacks; the column was attacked on its return to the Irrawaddy. The two Shan columns visited all the chief Shan States and chiefs west of the Salween River. The Chief Commissioner reports that over the whole of this vast tract the Shan political agent has "received the personal submission of all the principal Sawbwas, confirmed them in their positions as tributary chiefs, settled their relations with the Government and with each other, fixed the amount of tribute to be paid by each chief, and succeeded in placing the administration of the States on a satisfactory footing. The result is that the supremacy of the British Government is now cordially acknowledged throughout this vast tract of country, tribal disputes are referred to the arbitration of the superintendent, and fighting between individual States is strictly forbidden." This result was attained without a single attack on our columns, and almost without firing a shot. The Yaw column was successful; the settlement of the Yaw country has been

been placed on a satisfactory footing, and full use is being made of a local militia, which the people have furnished for their own protection. Before the rainy season of 1888 all the districts of Upper Burma, except two, namely, Sagaing and Minbu, had been pacified, in so far that all the notable rebel leaders had been either killed or captured, or had surrendered; that no considerable bands of guerillas were at large; that the police had taken over the posts from the military; that settled civil administration was begun; that the civil officers were gaining touch with the people, and that the people were on the side of order, and sometimes defended themselves. Small dacoities, that is gang robberies with violence, still occur on many sides; this class of crime will not disappear from Burma for a generation or two. The districts of Sagaing and Minbu have still to be pacified, though this latter district yielded in 1887-88 a revenue of Rx. 46,800. The trans-Salween Shan States have to be visited, and the wild Chin tribes have to be quieted. These tribes are a part of the wild peoples who inhabit the great mass of tangled country bounded by Manipur and Cachar on the north, by Arakan and Bengal on the west, and by Upper Burma on the south and east. After nearly 100 years' contact with the British on the west, they are still untamed, and still indulge in murderous raids into Chittagong; so their yielding to efforts from the Upper Burma side must be slow.

AFFAIRS IN UPPER
BURMA.

The administration of Upper Burma has been further placed upon a legal basis by the enactment of— Legislation.

The Upper Burma Registration Regulation.

The Upper Burma Municipal Regulation.

The Upper Burma Forest Regulation.

The Upper Burma Revenue Regulation.

The Upper Burma Frontier Crossing and Disturbed Districts Regulation.

The Upper Burma Stamps and Limitation Regulation.

The Upper Burma Ruby Regulation.

The Upper Burma Village Regulation.

The Forest Regulation is on the lines of the Lower Burma Forest Act. The Revenue Regulation provides merely for the realisation of Government dues. The large question of the revenue administration of the country is under consideration; no radical change and no permanent adoption of the existing revenue arrangements will be attempted until the fullest information is obtained. The Village Regulation gives the headmen the position and the powers which they have exercised under the ancient *régime* as near as may be, and it enforces with much strictness the joint responsibility of the village in criminal matters. This is in accordance with the practice of Burma. The Regulation has, it is believed, strengthened the hands of the district officers, and assisted them to maintain order. Under this Regulation a great many petty criminal cases can be disposed of by the village officers, who are also responsible for taking immediate action, and for reporting to the nearest police station in the case of heinous crime.

The military police force has been raised to a strength of 17,000 men; they are recruited in India. They are divided into 18 battalions, with complete company organisation like regiments of the Native army. Each battalion has two or more European officers. The men are armed with the Snider rifle; they are drilled and clothed like the Native army. These police have now taken over nearly all the posts formerly held by the military in the interior; the minimum garrison of each post is 40 men, with a small contingent of Burmese police to keep touch with the people; no police patrol consists of less than 10 men. Each post keeps communication with its neighbours by patrols. A proportion of the military police are provided with ponies, and are employed like mounted infantry. The military police have already done excellent service, and are as efficient as the Native infantry of the Army in pursuing dacoits. A small battalion has been formed of Karens, who are recruited from Christian Karens in Lower Burma; they have done excellent service in tracking rebel leaders; they can endure the climate and forest work better than Indian police. Burmese police are also employed; in some districts the officers have been successful

Police.

AFFAIRS IN UPPER
BURMA.

in winning the confidence of the men, or in getting good local Burmans to lead or organise them. Altogether the Burman police alone hold nearly 100 minor posts, besides furnishing a contingent to nearly every post of military police. The Burmese police, despite occasional cases of cowardice and desertion, have on the whole done fairly well. Barracks have been built for the military police, and a great number of stockaded police posts of different sizes have been erected all over the country.

Public Works.

Wooden barracks of excellent type have been completed for the troops at Mandalay, Pagan, Myingyan, Minbu, Bhamo, Pyinmana, on the Shan plateau, on the Ruby Mines hills, and elsewhere. Forts have been constructed and armed at Bhamo, Mandalay, and on the Shan plateau. Court-houses have been built in some districts and are building in others. Two gaols have been built at Mandalay and Myingyan; smaller prisons and lock-ups have been erected or are in course of erection elsewhere. A strong retired embankment to protect Mandalay from the Irrawaddy floods has been constructed, at a cost of Rx. 40,000. In Mandalay town, where a municipality has been organised, some 18 miles of metalled and bridged road have been made, besides other improvements, and the people are rapidly building street after street of brick houses in place of the mat huts which were the only private dwellings in Mandalay. Some emergent repairs have been done to the irrigation works and dams in the Mandalay, Kyauksé, Yeu, and Shwebo districts. Careful investigation is being made and information is being collected in view to placing the irrigation works of these districts, and also of the Minbu, Taundweingyi, and Meiktila districts on a safe and permanent footing. The work will take some years and may cost much money; but a rich irrigated area of perhaps nearly 600,000 acres will be secured and protected, over which area irrigation facilities are at present uncertain and ill-regulated. Arrangements will be made to maintain and strengthen the system under which the villagers manage their own water-distribution and themselves maintain the petty irrigation channels.

Communications.

The railway from Toungoo to Mandalay was sanctioned in November 1886; the survey was pushed on and completed by the summer of 1887; work begun on each section as soon as the estimates were sanctioned; and so rapidly has the work been carried on that 59 miles were opened in the spring of 1888, and an engine ran through from Toungoo to Mandalay, a distance of 220 miles, by the 1st May 1888. The line was carried over temporary timber bridges at the outset; but permanent brick and iron bridges are being constructed, and will be completed by the spring of 1889. The line will be finished within the estimated cost; and though at the beginning the work practically lay through an enemy's country, there have been no disasters to surveying or working parties, and hardly any loss of life from rebels or dacoits to the many thousands of workmen on the line. The lengths of embanked, bridged, and partially metalled roads made, or in good progress, outside Mandalay town, aggregate 422 miles, of which the chief are the Ruby Mines road, the Shan plateau road from Illaingdet, the Shwebo and Yeu road, the Monywa road, the Taundweingyi road, the Nape road; on the hill lengths a mule road is being made in the first instance. Many hundred miles of tracks were cleared through the jungle for the safer passage of troops and patrols. Very many roads are still wanted, more especially feeder roads to the railway; but the progress made in what at the outset was a hostile country is considerable.

Revenue and
Finance.

The King of Burma never drew from his country a larger revenue than Rx. 1,000,000; and before the recent war the receipts of the Burmese treasury had fallen below Rx. 900,000 a year by reason of maladministration. Of this total Rx. 300,000 were derived from customs duties, transit dues, and monopolies which were abolished by the British Government on annexation. During the year 1886-87 the revenue collection reached Rx. 220,000; during the year 1887-88 they rose to Rx. 490,000. The net charge to the Indian Treasury on account of Upper Burma was:—

	Rx.
1886-87	2,068,700
1887-88	2,727,300
1888-89	1,880,500 (estimated).

The main source of revenue is the capitation tax, a qualified property tax, which is paid at an average rate of Rx. 1 per family or house, and which is distributed among the families of a village according to their means and circumstances. It is anticipated that the revenues will increase until they reach a total of not less than Rx. 1,100,000 by the year 1896, exclusive of railway receipts. By that time the "extra charges" for the Army may have come down to Rx. 300,000; the Military and Civil Works Grant, now about Rx. 670,000 a year, to meet the emergent need of the new province, may be reduced to Rx. 240,000; and the police charges will perhaps be reducible to Rx. 500,000. If these anticipations are fulfilled, then the net charge on account of Upper Burma will, 10 years after annexation, be about Rx. 340,000, against a surplus of Rx. 700,000, at the present time, on Lower Burma.

The Chief Commissioner, in a report dated the 14th July 1888, thus summarises the present position in Upper Burma:—

"The police force has been organised and brought up to strength, and the work of maintaining order, which a year ago was performed by troops, is now being efficiently done by the police under the immediate control of civil officers. In the case of serious disturbances the aid of the troops is sought and is always cordially afforded. Except in two or three districts, there are now no large bands of dacoits, and there are not more than four or five dacoit or rebel leaders of any note or influence in the province. Jails have been or are being provided. Court-houses have been built. The Medical Department has been entirely re-constituted. Inquiry has been instituted into the revenue system of the country and preparation made for its establishment on a firm basis. Municipal institutions have been introduced. The village system, the basis of the successful administration of the country, has been organised in accordance with the customs of the people, and the hands of district officers have been strengthened to enable them to administer their charges with the aid of the well-disposed portion of the community. The result has been satisfactory. In every district the people are daily becoming more accustomed to our rule, more willing to aid in the maintenance of order, and more ready to recognise that their interests and those of the Government are identical. During the period under review the Chief Commissioner has visited each district of Upper Burma and has met the leading men, taking advantage of every opportunity to point out to them their duties, privileges, and responsibilities, and to establish confidence in the stability and justice of our rule. There is every reason to believe that a course of steady and continuous progress in all branches of the administration will be sustained throughout the province."