

GENERAL REPORT

ON THE

ADMINISTRATIONS

OF THE

BOMBAY PRESIDENCY

For the Year 1873-74.

Bombay:

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1875.

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ERRATUM.

Page 8, lines 13 and 14.

For "a certain limit on the increases henceforth to be imposed in revising past settlements," *read* "a limit on the increase henceforth to be imposed in revising certain past settlements."

PREFACE.

The General Administration Report for 1872-73, in accordance with the orders of the Government of India quoted in the preface, contained chapters of standard reference written up for several years to come. To these chapters were given red letter headings, so that they can be at once distinguished from the portions of the report which relate only to the events of that year. The physical and political geography of the Presidency is described in pp. 1—13 of that report; a historical summary, an account of the form of administration, of the land tenure of the civil divisions of British territory, the details of the last census, and an account of the tribes and languages of the Presidency will be found at pp. 13—142. The legislating authority is described in pp. 234—237, the general system of public instruction in pp. 527—531, literary societies in pp. 568—570, and ecclesiastical jurisdiction in pp. 576—584. In this volume a short statement of the population of the Presidency and of the several divisions, as enumerated on the 21st February 1872, precedes the account of the vital statistics and medical services of the year. With this exception the present report professes to deal only with the principal events with which Government were concerned and the measures taken during the period to which it relates. The explanation of some of these events and measures, however, required a description of matters of a permanent or comparatively permanent nature, and for a full understanding of others a reference will occasionally have to be made to the red letter chapters of the last report.

(ii)

PREFACE.

Nominally the report relates to the official year beginning 1st April 1873 and ending 31st March 1874, and generally speaking this has been taken as the period of review. But as the greater part of the information has to be collected from departmental reports and Collectors' administration reports, the latter and some of the former not relating to the official year, there are necessarily many exceptions to the rule. In many cases statistics and accounts are made up for the calendar year, in others for the land revenue year ending 31st July. And inasmuch as the completion of the report is for this and other reasons delayed till long after the close of the official year, while many measures of a general and important nature are decided upon in the interval, it has been deemed advisable to keep the review of these subjects as far as possible up to date.

PART I.

GENERAL SUMMARY.

There was only one change in the *personnel* of the Government of the Presidency of Bombay within the official year 1873-74. The Honourable H. P. St. G. Tucker, Third Member of Council, proceeded to Europe, on medical certificate, on the 12th May 1873, and returned to duty on the 8th November 1873. During his absence the office of Fourth Member of Council was held by the Honourable J. Gibbs, who had been appointed by Her Majesty Provisional Member of Council. The temporary vacancy in the High Court caused by the transfer of the Honourable Mr. Gibbs to a seat in Council was filled by Nanabhai Haridas, Esq., LL.B., and the same gentleman was on the 24th November 1873, again appointed to act as a Judge of Her Majesty's High Court, during the absence of the Honourable Mr. Gibbs on leave, or until further orders.

CHANGE IN
THE per-
sonnel OF
THE GOVERN-
MENT.

Appoint-
ment of a
Native
Judge in
the High
Court.

Among other events of the year the most prominent was the tour of His Excellency the Governor, in the course of which many matters deeply affecting the interests of the province of Sind were considered on the spot. His Excellency left Bombay on 6th November to meet His Excellency the Governor-General at Agra, and thence proceed on a tour through Sind. On the route to Agra His Excellency visited Benares, where visits were exchanged with His Highness the Maharájá of Vizianagram; Lucknow; and Cawnpore; arriving at Agra on Saturday, No-

TOUR OF
HIS EXCEL-
LENCY THE
GOVERNOR.

March
through the
North-West
Provinces
and the
Punjab.

vember 15th. The Governor of Bombay remained as the guest of His Excellency the Viceroy at Agra until Monday, 24th, during which time affairs affecting the interests of Bombay were discussed. The Secretary to the Government of Bombay in the Public Works Department and the Chairman and Chief Engineer of the Bombay Port Trust were summoned from Bombay, and the construction of docks and other matters affecting the trade of Bombay were considered. Taking Delhi on the route, His Excellency made a rapid march from Siháranpur *viá* Masuri to Hardwár, where the great Ganges irrigation works were carefully inspected. Thence the Governor went—spending a day, in passing, at Amritsar—to Lahor, where he became the guest of the Lieutenant-Governor of the Punjab. His Highness the Rájá of Kapurthala entertained His Excellency at Sháhdera on December 3rd, and everywhere throughout his tour in the north the Governor of Bombay was received with great hospitality and attention.

Entry into
Sind.

Multán was next visited, and, embarking on the Lieutenant-Governor's steamer at Sher Sha on 6th December, Kashmir was reached on the 8th. Here His Excellency was met by Colonel Sir W. Meredith, K.O.S.I., Commissioner in Sind; Colonel Loch, Superintendent of the Frontier Districts; and other officers of the Sind Commission. On the march to Jacobabad, encampments were made at Toj and other places. Jacobabad, distant from Kashmir landing-place about 90 miles, was reached on the 13th. The line of march followed the frontier outposts; and lay through country at present desert, but which, it is hoped, will be rendered fertile and habitable by the Desert Canal now under construction.

The great difficulty lies in the sparseness of the population and consequent insufficiency of labour; but wherever water can be procured small villages are now to be seen.

The natural fertility of the soil where water is supplied was evident at Jacobabad, where the luxuriant growth of the trees and the cultivation surrounding the station formed an agreeable contrast to the waste plains of sand traversed on the march. The pressing questions discussed at Jacobabad had reference to the subject of embankments to protect the station from the heavy floods which every year threaten its existence. One embankment which seemed emergent was ordered to be proceeded with at once, after His Excellency had personally satisfied himself of the necessity of the work. This embankment was intended as a protection against the Indus floods, and not against any rain floods that might pour down on Jacobabad from the Bolan Pass and the Kachhi rivers of Beluchistán. The great value of the work, which was completed before the inundations of 1874, and to the construction of which the saving of Jacobabad during the last year was mainly due, will be noticed in the report of 1874-75. A larger scheme was also discussed at Jacobabad, of constructing embankments on an extensive scale for the entire exclusion of the Indus flood from the Frontier Districts and the northern portion of Shikárpur. The Commissioner of Sind represented the immense injury which is caused every year to the kharif crops and the number of villages scattered about these districts which are destroyed; but the scheme involved an expenditure of more than six lakhs, and the information regarding estimates and

Visit to Jacobabad and questions considered there.

details was incomplete. Orders were, therefore, given to complete the necessary information; and since the floods of 1874 have demonstrated the absolute necessity of some extensive works, the construction of a large embankment has been sanctioned. During his stay at Jacobabad His Excellency was present at a review of the troops in garrison, and after the review received in darbár some representatives of the frontier tribes.

Visit to
Shikárpur.

Thence the Governor proceeded to Shikárpur, where a deputation of the inhabitants presented an address to His Excellency, and represented the advantages to be expected from carrying the line of the Indus Valley Railway between Lárkhána and Sakhar by way of Shikárpur. This question has since been examined carefully, and the decision of the Government of India has been given against the proposal. The leading Native gentlemen were received in darbár, and the town and ancient bazaars were illuminated in honour of His Excellency's visit.

Sakhar
visited.

Sakhar was reached on the 19th, and on the same day H. H. Mir Ali Morad of Khairpur was received in darbár. His visit was subsequently returned by His Excellency, and the usual interchange of presents effected. An address was also presented to His Excellency by the Municipality on behalf of the whole population, after which the leading Native residents were presented to the Governor. Sakhar, Bakhar, and Rohri were grandly illuminated on the evening of the 20th by the aid of spontaneous efforts of the European and Native inhabitants of the city. Visits were paid to the works at the mouth of the Eastern Narra and Sakhar Canals.

From Sakhar His Excellency, accompanied by ^{March to} Colonel Fife and other officers of the Irrigation De- ^{Sehwán.}partment, as well as the Commissioner and the chief local revenue authorities, proceeded along the Sakhar Canal through Rukh, Gaheja, and Nowadera to Lárkhána, thence *viá* Maihar, Kakhar, and Bubak to Sehván, which was reached on 9th January 1874.

Several minor questions respecting bridges for ^{Questions} cross communication and branches for the distri- ^{discussed.}bution of the canal water were disposed of on the line of march. But the more important questions of the realization of the land revenue and the indebtedness of the old proprietary classes of Sind, and especially the Manchar Lake zemindárs, were freely discussed in conference with the revenue and irrigational officers, the final settlement being reserved until His Excellency's return to Bombay. The whole value of land and produce in Sind depends on the ^{Land re-} existence of a proper supply of flood water. The ^{venue sys-} success of the efforts of the Irrigation Depart- ^{tem in con-}ment and the regulation of the land revenue system ^{nection with} depend upon each other. Under the system intro- ^{irrigation.}duced by the Settlement Department with the approval of Government, areas of land are assessed and allotted to cultivation on the assumption that a large proportion of the allotment, amounting often to two-thirds of the total areas, will be left fallow. At the same time it has not been found feasible to regulate the distribution of water, or to ensure the cultivator taking only so much water as will suffice for the irrigation of that portion of land which the revenue officers contemplated would alone be cultivated. Meanwhile, the supply of water by the construction of new canals and the improvement of

old existing courses has been largely increased at a considerable cost to Government. The cultivators who hold land near the heads of the canals have taken advantage of the increase of water to irrigate the whole, or nearly the whole, of their holdings. Thus, on the one hand, they are wasting the supply, so that the cultivators living at the tail of the canal obtain no advantage from the large increase of water, and in some cases have lost even what they had; whilst, on the other hand, the Government, which has given the former long leases, is not benefited by their increased demand for water, and the lands themselves are losing value, inasmuch as a proper proportion is not permitted to be fallow. His Excellency discussed on the spot the feasibility of distributing the water by measurement so as to regulate the supply taken by each cultivator. But, in the opinion of the local officers, such an arrangement was deemed impossible in so large a tract of country where the canals depend on the character of the inundation, which varies considerably from year to year. It seemed, therefore, necessary to approach the subject from the revenue side, and not leave to the cultivator the liberty which he at present enjoys. If the assessment were paid on the area actually irrigated in each year, the cultivator would have a direct interest in regulating his use of the water, whilst Government would secure a return for their outlay on canal works proportionate to the supply of water contributed. But there would be difficulties attending the inspection of fields; whilst the principle of an unvarying revenue demand, which is followed in other parts of the Bombay Presidency, would be sacrificed. His Excellency consulted the

opinions of the various officers on these points, and the subject has engaged the careful consideration of Government. The importance of a settlement may be concluded from the fact that, notwithstanding an outlay of 12 lakhs on the Begari and Sakhar Canals, less water now reaches the tails of these canals than formerly. No remission of assessment can compensate the cultivators of those fields in a country where the existence of any crop whatsoever depends on a water-supply.

The other important question discussed at Sehwan was the condition of the Manchar Lake zemindárs, of whom a deputation waited upon His Excellency. Their position is very peculiar. Under the former Government of Sind they were in possession of large tracts of land, of which from year to year they cultivated such portions only as they found convenient, on condition of paying one-half of the produce. When the Bombay Survey Settlement system was introduced, they were informed that, if they desired to remain on the register as the occupants of their former holdings, they must pay the assessment fixed on the whole tract, without reference to the quantity cultivated for the year. They were naturally most reluctant to relinquish their ancestral possessions, and thus to fall from the position they had previously held. They were led to form too sanguine expectations as to their ability to cultivate and pay the assessment on the whole tract, and have consequently involved themselves in very serious embarrassment. They have strong claims on the consideration of Government, who cannot desire to see the ruin of an important body of Native gentlemen consequent on the rigid enforcement of a system which, though

Condition
of the Man-
char Lake
Zemindárs.

well suited to the tenure in most parts of the Presidency, must in others be subjected to considerable modification. The question still engages the attention of Government; and as a temporary arrangement it was agreed that for a term of five years the zemindárs should pay the assessment only on the land cultivated in each year without forfeiting the remainder, and that the Government, on the other hand, should be at liberty to let the latter to cultivators on leases for one year.

Visit to
Haidarábád
and Kará-
chi.

Leaving Sehwan on the 11th, Haidarábád was reached on the 12th January. The Kalhora and Tálpur tombs were visited, and His Excellency went over the battle-field of Miáni. The large prison, the citadel, the lunatic asylum, and the schools were carefully inspected. Official visits were exchanged between the Governor and the ex-Amirs. Leaving Haidarábád by special train His Excellency reached Karáchi on the 15th. A levée was held on the 16th in Frere Hall, after which an address was presented to the Governor by the Municipality, to which His Excellency replied. The various public buildings and schools were visited, but the chief attention of His Excellency was directed towards the Harbour Improvement Works. On the 17th January His Excellency Sir Philip Wodehouse presided at the formal completion of the great Manora break-water, which is intended to protect the harbour entrance against the violence of the monsoon. The Titan crane lifted the last block of concrete, weighing 27 tons, into its position, and the break-water was then declared to be completed.

Return to
Bombay.

Leaving Karáchi on the 19th in H. M. S. "Dalhousie", His Excellency returned to Bombay on the

afternoon of January 21st, after an absence of two months and a half.

Before proceeding further it is deemed advisable ^{The Season.} to advert to the character of the season. The section on Weather and Crops does not come early in the body of the report, but almost all branches of the administration are in some degree affected by the season, and in the explanation of events a constant reference is made thereto. The only place where scientific metereological observations are regularly made is the Colaba Observatory, and a full account both of the typical climate of the town and island of Bombay and of the departures from it in the calendar year 1873 will be found in the body of the Report. It is the general character of the season in agricultural districts, however, that is important in an account of the administration of the year, and to it accordingly the following remarks are confined. On the whole it cannot be said that the year under review was a favourable one for the agriculturist. There was no wide-spread failure of crops in the Presidency proper, and in some districts they were good. At stations where the rainfall was guaged it was above the average in more cases than below it, but at many places it was unseasonable, and other causes combined to injure particular crops. The only place in the Presidency proper, however, where the season was so exceptionally unfavourable as to cause distress or apprehensions of distress was Dhárwár. The jowari crops in that district were an utter failure; on the black soil there was no grass for the cattle; and drinking water was scarce. Special local fund works were undertaken for the relief of the labouring classes, and happily an early

fall of rain in the month of May removed any fears of famine. In Sind, where cultivation depends almost entirely on irrigation, the season was bad; in one district it is said to have been the worst known for ten years. The inundation was fitful, and below the average, and in particular places crops were totally destroyed by blight and other causes. Here also, however, there was happily no famine, but the condition of the agricultural classes was much affected by the season.

Prices.

In conjunction with the above facts the prices of agricultural produce may be here referred to, as they are in some degree regulated by the out-turn of crops, and their influence also is very extensive. For a few years back, prices in the Presidency proper have steadily fallen, and during the year under review their tendency downwards continued. The prices of labour also have naturally followed the course of the prices of commodities, and wherever they changed during the year under review they became lower. The usual explanation of a general rise or fall of prices, that it must be due either to some change affecting all commodities and services simultaneously, or to a change in the amount of the circulating medium, and the latter more probably than to the former, as it is more likely to occur, is believed to apply in the present case. A comparison of the course of prices in the several districts with the season reports shows that the variations in the former have not been during the year under review entirely regulated by the abundance or scarcity of the crops, and much less could the fall which has been going on for a series of years be so explained. It also appears that cultivation has on

the whole rather advanced than receded during the year under review in the Presidency proper, and that the fall of prices is not confined to districts in which it has decreased, and it is, therefore, not probable that it has been to any appreciable extent affected by a reduction in the cost of production. There can accordingly be no doubt that the general fall of prices in question is due to a contraction in the circulation, or at least to its being less in proportion to the total quantity of commodities with which it has to be exchanged than it was some years ago. This is corroborated by the fact that the bullion transferred to the Currency Department was less by 33 lakhs in the past year than it was in the previous year, while it is known that a considerable portion is annually withdrawn from circulation to be manufactured or hoarded. It may be added that the paper currency in circulation at the end of the year was little above half that in circulation at the end of the previous year, and has not been so low since 1864. It is believed that notes are not much used by the lower classes, and are principally confined to the trading community, but they nevertheless here as elsewhere afford some evidence of the gross circulation. The course of prices in Sind was the opposite of that in the Presidency proper. The diminished supply caused by the exceptionally unfavourable season was one reason for their rising, and the paper currency in that province, and probably the whole circulation, was larger than in the previous year, which result may be attributable to the construction of the Indus Valley State Railway.

Having indicated the nature of the season and the course of prices, to which reference will have to be ^{Extended meaning} attached to

“CHANGES
IN THE AD-
MINISTRA-
TION.”

constantly made, the various subjects treated of in the body of the report other than those already mentioned may now be summarized in the order of the several sections. And here it may be remarked with regard to the first section that a more extended signification has been attached to the term “Changes in the Administration” than has hitherto been done, and it has been deemed advisable to treat in that section questions of policy and system with the discussion of which Government were engaged during the year, but which do not properly fall within any other of the prescribed sections.

Condition
of the Agri-
cultural
Classes.

One of the most important of these questions relates to the condition of the agricultural classes, which Government have for some time past regarded with much solicitude. The indebtedness of certain Sind zemindárs has already been alluded to, and there is reason to believe that many others of the Mahomedán gentry in that province have come to the verge of ruin. Their position is peculiar, and Government have it in contemplation to propose special measures for their relief. But in the Presidency proper also a considerable proportion of ryots of all classes appear to be in a hopeless state of indebtedness to sowcars, and it is believed that many of the artizan and labouring population are similarly circumstanced. It is in contemplation to make a full and careful enquiry into the causes of the poverty reported to prevail so extensively, with a view to discover some means of alleviating it. There can be little doubt that one reason for their indebtedness is their want of prudence and foresight, owing to which they often, for the sake of obtaining the funds requisite for immediate wants, incur the most crushing liabilities,

regardless of future consequences. So far as the evil is the result of this cause, the only remedy lies in the spread of education. But it is believed that it has been much aggravated, if not in some cases entirely caused, by the grasping and unscrupulous dealings of money-lenders, and the use made by them of the civil courts. There is little doubt that ignorant cultivators are frequently induced to sign bonds for much more than they borrowed; that when the day of reckoning comes they are glad, for the sake of staving off immediate pressure, to sign a new bond for an enormously increased sum; and the admission of the execution of such bonds is regarded by the civil courts as a ground for a decree. Government are not unmindful of the danger of interfering with free-trade in money; but when the contest is between a shrewd class on the one hand and an ignorant one on the other, there seems no reason why rules which are made for people capable of looking after their own interests should not be relaxed, and in particular the courts should in such cases be bound by equitable considerations. It may be added, that the indebtedness of the agricultural classes and others is virtually increased by a fall of prices of the kind referred to above. They borrowed money when money was plentiful; now that it is scarce, the same nominal amount represents more real wealth. Besides, the fall of prices and the somewhat unfavourable season have induced money-lenders to apply to the courts both to get decrees and to have decrees executed, and this has brought more prominently to light the indebtedness which prevails. The general effect of the subordinate courts' action in the matter will be more appropriately referred to in connection with Civil Justice.

Conduct of
Civil Suits
against Go-
vernment.

Many other questions discussed in the section on "Changes in the Administration" will be referred to under headings with which they are to some extent connected, but some of a more general nature may be here spoken of. One of these relates to the conduct of civil suits against Government. Doubts were entertained of the manner in which the law business of the Government was being conducted, and returns of the suits pending against Government revealed the fact that Government were in the persons of their officers called upon to defend cases of the merits of which they were not sufficiently informed. The cases already filed are being investigated by a judicial officer, and Government have withdrawn from the defence of some, where the line of action to which they were committed was of doubtful legality. With regard to the future, detailed rules have been laid down with the view of obviating suits as much as possible in the first instance, and of ensuring that the defence, when undertaken, will be properly conducted.

Collectors'
Adminis-
tration Re-
ports.

The institution of revised annual administration reports by Collectors during the year under review may also be noticed here. The system had been tried for two previous years with Assistant and Deputy Collectors, and it was found to work so well that it was extended to Collectors. Government are thereby enabled to judge of the administrative progress that is being made in each district, and of the quality and capacity of the officers submitting the reports; and they are also of much use in ensuring that the statistical and other information, which it is indispensable for Government to possess, is submitted methodically and punctually.

The last administrative change which calls for separate notice here is the recognition of the principle that officers may be promoted in the several grades of Assistant Collectors without being transferred to new collectorates. It has been found that much inconvenience has been occasioned to the public service by the frequent transfer of Assistant Collectors from one district to another, and it appeared that the objection of having comparatively young Assistants in one collectorate, instead of men of maturer experience, would be less than that which results from such constant changes. It is not, however, intended to make the new principle of general application, but only to resort to it on special occasions when it is necessary on public grounds.

Frequent transfers of Assistant Collectors obvinted.

Turning to the subject of our relations with tributary States and frontier affairs, it will be observed that few political events of any importance happened in the course of the year under review. The section is accordingly principally taken up with an account of the administrative and material progress of the several States under the protection of the Government of this Presidency. This is shown to have been, with few exceptions, considerable, and generally peace and content seem to have prevailed. Almost all the States in the northernmost part of the Presidency have effected improvements in their police arrangements; and the capture in Kacch of the Deda outlaws, who were handed over for punishment to the Murvi State, has done much to reduce the number of dacoities and other outrages. The province of Káthiáwár will be freed from many disturbances by the establishment of the Rájasthánik Court for the decision of disputes between the Chiefs and their

RELATIONS WITH TRIBUTARY STATES AND FRONTIER AFFAIRS

kinsmen respecting hereditary landed estates. The settlement of a long-existing misunderstanding between the Nawab of Jinjira and certain Sidi Sirdárs will tend to increase the prosperity of that State, though there is still room for improvement in many branches of the administration. On the other hand, mention cannot be omitted of a few less pleasing events. The appointment of a commission to enquire into the system of administration of His Highness the Gaikawár of Baroda was the chief of them, but further allusion to the matter is inadvisable under existing circumstances. The necessity which arose for the appointment of a joint administrator in the State of Sánгли is of sufficient importance to be specially noticed. The interference of Government was solicited by the Chief in consequence of unsatisfactory relations continuing to subsist between him and his sepoys. The assumption of the entire management of the jághir of Jat was also found necessary. The civil and criminal jurisdiction was assumed in 1872-73, but the revenue management was then left to the Chief. But during the year under review this branch of the administration was so badly conducted that there was no alternative but to remove the Chief from it also for a time. The only other event of any importance which happened in any of the States within the limits of this Presidency during the past year, was a threatened uprising, in the State of Junágarh, of a tribe of Kolis called Maias. It did not, however, come to any issue; and an enquiry is now proceeding into the rights of these people and their liabilities to the darbár, which, it is hoped, will terminate in an amicable settlement. Aden is subordinate to the Presidency of Bombay, and the account of its administration is included in the section on our

“ Relations with Tributary States and Frontier Affairs.” The occupation of Lahej territory by British troops, and the subsequent detachment of them to Al-Hota to support the Sultan of Lahej against meditated aggressions by the Turkish authorities in Yemen were the most prominent events of the year in connection with that settlement. The relations with the Arab Chiefs around Aden were friendly, and the administration of the year was otherwise satisfactory.

In Chapter II. of the Report the administration of the land is treated of. The area surveyed during the year by the Topographical Survey parties was 5,780 square miles, bringing the total area surveyed by them up to 22,580 square miles. The Revenue Survey Department surveyed 25,10,259 acres, and classified 16,63,766, and officers of that department also made a survey of the Northern Konkan salt-works and of certain estates in the island of Salsette. The operations under the City Survey Act were confined to enquiry into titles.

Original and revised settlements under Bombay Act I. of 1865 were introduced in 771 villages, and effected an increase in the land revenue of these villages amounting to Rs. 4,23,056, or 38 per cent. The principal reasons which justified the increase in the assessment were the great improvement in communications, and the rise of prices which, on the whole, has taken place within the last 30 years, or during the currency of other settlements. The depressed condition of the agricultural classes has been very frequently ascribed by the vernacular and other papers to the new assessments lately imposed; but that this is not the case is proved by the fact that indebtedness is equally prevalent in districts

where the assessment has not been changed for a long series of years, and where it is admittedly very moderate. It has, moreover, been shown by actual experiments that both in the districts where settlements have lately been introduced and in others the Government demand, as a rule, forms but a small proportion of the gross produce ; and returns of sale, lease, and mortgage transactions received from the Registration Department prove that the value of land has been but little affected by the new assessment. At the same time it cannot be denied that the depressed condition of the agricultural classes is a reason for claiming from them no more than is consistent with equity and the liability of other classes, and the marked fall of prices which has set in of late years renders moderation still more necessary. It has been shown that the fall of prices is the result of a change in the value of money, and although that change is not an evil in itself, it virtually increases both the amount due to creditors and the amount due to the State. For these reasons Government have within the last two years constantly inculcated moderation in the assessments to be imposed ; and they have now laid down precise instructions for the guidance of survey officers in revising the assessment of certain collectorates, and have also decided to modify to some extent past revisions in these collectorates so as to assimilate them to the revisions which will henceforth be made under the instructions referred to.

Rules for
the realization
of the
Land Revenue.

Some important questions connected with the administration of the land, but which do not fall properly within any of the prescribed headings subordinate to that chapter, have been treated of in the sec-

tion on "Changes in the Administration". The dates of instalments of the land revenue have now been fixed for the several districts at such times as will permit the ryots to realize the money value of their crops on the one hand, and not give the money-lenders a long interval to appropriate the whole produce on the other. The levy of interest, the object of which was generally misunderstood, has been abolished, and the amount of notice fees has been reduced, at the same time that rules have been laid down to ensure a prompter realization of the revenue.

Certain important regulations have lately been laid down respecting the collection of land revenue in Kánara, the principal of which are, that for the first five years after the introduction of a new settlement in villages below the Ghats the Collector may order a remission of 14 annas in the rupee of the assessment on such of the numbers in a holding in one village liable to an assessment amounting to or exceeding Rs. 25 as are left waste, and that on the introduction of the Survey Settlement in any village of Kánara where the new assessment on the cultivated numbers of a holding in any village amounts to or exceeds Rs. 25, and also exceeds the amount previously paid for such holding by 30 per cent., there shall be levied in the first year 50 per cent., in the second year 75 per cent., and in the third and fourth years the whole of such increase. These liberal concessions have been made in consideration of the length of time during which the assessment has remained unchanged in Kánara, and with the view of mitigating the unpleasant effect on the people of suddenly raising the Government demand; while the fact

Collection
of Land R.
venue in
Kánara.

that below the Ghats very large holdings are general seems to require in these districts some modification for a time of the principle of the Bombay Revenue system that an occupant must pay the full assessment of all the numbers he holds, whether cultivated or not.

Application
of the Bom-
bay Survey
Act to Ra-
nágiri,

The only other matter relating to revenue settlements which need be noticed here is the difficulty which has come to light in the application of the Bombay Survey Act to Ratnágiri, and which has long engaged the attention of this Government. It has now been determined, before taking any further action in the matter, to endeavour to ascertain by actual experiment in the field the mode of settlement best adapted to the tenure and best calculated to meet the views and wishes of the several parties concerned.

Alienation
Settle-
ments,

The ordinary work of the Alienation Settlement Department is approaching completion, 4,804 claims of all kinds were disposed of during the year. Arrears amounting to Rs. 16,836-10-0 were credited to Government; and annually recurring revenue to the amount of Rs. 6,885-7-3 was resumed.

Waste
lands,

In the Presidency proper much waste land has been taken up during the year under review,—considerably more than in the previous year. In some places lands which are reclaimed are given out on favourable terms, but the general rules of the Bombay Revenue Survey system are a sufficient inducement for the extension of cultivation when the exigencies of the population require it, and special measures are unnecessary. At present the great desideratum is not more cultivation, but improved agriculture.

There are no Government estates in this Presidency, and the only wards' estates in the strict sense of the term are those in the charge of the Collectors under Act XX. of 1864. The working of Bombay Act VI. of 1862 and Act XV. of 1871 for the relief from debt of the talukdars of Ahmedábád and Broach respectively has, however, been noticed under this heading, but nothing of much importance in connection with them transpired during the year under review.

The two Acts of most importance passed in the Legislative Council of this Presidency during the year under review are the Bombay District Municipal Act and the Bombay Salt Act. The object of the former is to produce more uniformity in municipal administration than has hitherto been possible under the law in force; the object of the latter is to prevent smuggling, to which the successive increments of the salt excise had given an incentive. Both measures elicited much discussion, the purport of which will be found in the body of the Report. Other Acts passed during the year were the Steam Vessel Survey Amendment Act and the Boiler Inspection Act, which are both principally intended for the prevention of accidents. The Act to alter and amend the Bombay Municipal Act and the Act to legalize certain payments made from the proceeds of fees levied under Bombay Act IX. of 1863 were passed to remove difficulties which had arisen out of former legislation. In addition to the Acts passed during the year, the Bill to amend the law relating to hereditary officers has been described in the section on the "Course of the Legislature". It has long engaged the attention of the Executive Government

and of the most experienced officers, and has since the close of the year been passed by the Legislative Council. Its object is briefly to strengthen the ancient village forms of government. Such of the other Bills as are passed into law will be described in a future report.

Police.

The next subject treated of in the chapter on Protection is that of police; and the Bombay City Police, the District Police, the Village Police, and the Railway Police are for obvious reasons noticed separately.

Bombay
City Police.

The strength of the Bombay City Police in the year 1873 was the same as in the previous year. The number of cases dealt with by the town police was 13,788, and of the whole number of persons prosecuted by them 92 per cent. were convicted. The water police brought up 258 cases, in 70 per cent. of which convictions were obtained. The percentage of stolen property recovered was 76 in 1873 against 71 in 1872.

Bombay
Riots.

It may here be explained that as all the statistics of the state of crime and the working of the police are prepared for the calendar year, no account could conveniently be given in the body of this Report of the riotous disturbances which took place in the city of Bombay in the month of February last. They did occur, however, within the official year under review, and, although the notoriety they have attained is disproportionate to their real importance, they cannot be regarded as other than serious. It seems right, therefore, that some further mention should be made of them than the incidental allusions which will be found in one or two sections of the Report.

But as a more detailed description of them will naturally find a place in the next report, it will be sufficient here to state the main incidents. On the 13th February a large body of the lower orders of the Mahomedan population, who had taken offence at the publication of a Gujaráthi book by a Pársi, in which a concubine of Mahomet was spoken of as a "kept mistress", assembled and [ransacked and desecrated a Pársi temple, broke into some Pársi houses, and stole money and jewels, and in other places damaged the property of Pársis. The police succeeded in suppressing the riot in a short time, and made prisoners of no less than 91 rioters. During the fight several persons received injuries, and one Pársi afterwards died in hospital. On Saturday the 14th there was no disturbance of importance, but a few isolated fights took place, in one of which a Mahomedan was severely injured and afterwards died. On Sunday the 15th, at the funeral of a Mahomedan who had been killed in a previous riot, a serious fight took place, in the course of which several persons were wounded, of whom 1 Pársi and 4 Mahomedans afterwards died in hospital. The festival of the Mohurram was at hand, and as it seemed certain that the processions through the public streets which are usual at that time could not take place without danger of further collisions, it was decided to prohibit them altogether. To enforce this order and make it plain that resistance would be hopeless, a larger reinforcement of troops was ordered from Poona. Some arrived on the 17th, and others on the 18th, and up till the evening of the 21st the city was quiet. Then some Mahomedan labourers who had to pass through a street thickly inhabited by Pársis were attacked by the latter, and a fight

ensued in the course of which 2 Pársis and 6 Mahomedans were seriously injured, but none were killed. No further disturbance took place, and the Mohurum festival passed off quietly.

The total strength of the District Police force at the end of the year 1873 was 17,582, exclusive of the 3 Police Commissioners, and the total cost Rs. 80,12,733. The proportion of policemen to area and population differs considerably in different places: in the Northern Division there was on an average 1 policeman to every $4\frac{1}{2}$ square miles and to every 794 persons; in the Southern Division to every 6.38 square miles and to every 1,111.68 persons; in Sind 1 to every 10.6 square miles and to every 469 persons. In the Presidency proper 26,846 cognizable cases were reported to the police, of which 25,553 were enquired into. Convictions were obtained in 46 per cent. of the cases reported, and in 49 per cent. of the cases actually investigated by the police. The police in the Northern Division were more successful in obtaining convictions than in 1872; in the Southern Division the opposite was the case. In the recovery of stolen property, on the other hand, the police of the Southern Division show an improvement, the proportion of property recovered to property stolen being 44.4 per cent. in 1873 against 42.7 per cent. in 1872, while the police of the Northern Division show a slight falling off, the proportion being 38.3 per cent. in the year under review against 39.8 per cent. in the previous year. The Sind Police enquired into 8,409 cognizable cases and obtained convictions in 53 per cent., being an improvement of nearly 7 per cent. as compared with the results of 1872. The proportion of stolen property recovered by the Sind

Police was 65·4 per cent., or 4·7 per cent. more than in 1872.

The Village Police form a valuable adjunct of the District Police, with whom their work is so intimately connected that no separate account of it can be given. Their reorganization has been under consideration.

The sanctioned strength of the G. I. P. Railway Police was 587, of the B. B. and C. I. Railway Police 405, and their cost respectively Rs. 1,16,677 and Rs. 79,593. The G. I. P. R. Police investigated 354 cases and obtained convictions in 66 per cent., which is an improvement on the results of the previous year of 9 per cent., but the percentage of stolen property recovered by them fell from 54 per cent. in 1872 to 33 per cent. in 1873. The total number of persons arrested by the B. B. and C. I. Railway Police on charges of cognizable crimes was 180, of whom 90 or 53 per cent. were convicted, being 10 per cent. below the proportion convicted in 1872; the proportion of stolen property recovered by these police also sank from 88 per cent. in 1872 to 60 per cent. in 1873, but they recovered 76 per cent. of the value of lost consignments.

The administration of criminal justice in the Presidency town is noticed separately from that in Mofussil Districts. The number of offences reported in 1878 to have occurred in the city of Bombay was 16,498, or 614 more than in 1872. But the increase is principally attributable to a larger number of offences against the Municipal Act and of other minor offences. There was a decrease in serious crime, although there were 9 cases of murder or more than double the number in 1872. The total

number of persons brought before the Police Magistrates in 1873 was 23,803, or 439 in excess of the number in the previous year. Only 3,442, however, were charged with offences of a comparatively serious nature, and of them 62 per cent. were convicted. Of the rest accused of minor and miscellaneous offences, 61 per cent. were convicted. 190 persons were committed to the High Court for trial by the Police Magistrates, 3 were committed by Justices of Peace in the Mofussil, 14 were transferred for trial under Section 76 of the Criminal Procedure Code, and 7 remained at the end of the previous year. There were thus 214 persons to be dealt with by the High Court, and of them 109 were convicted, 91 acquitted, 4 discharged without trial, 1 found insane and 9 remained for trial at the end of the year. Of the whole number of persons convicted 3 were sentenced to death, 2 to transportation for life, and the rest to imprisonment, fine, or whipping.

Mofussil
Districts.

In the Presidency outside the limits of the city of Bombay 21,848 tribunals were engaged in the administration of criminal justice in 1873, but only 1,666 exercised criminal powers under the Criminal Procedure Code; the rest were patels holding powers under Bombay Act VIII. of 1867. The total number of offences was 71,663, and the total number of persons under trial 128,552. In the Presidency proper the number of crimes was 54,322, being a decrease on the previous year of 1,254. The decrease is, however, entirely in the Northern Division, where it amounted to 8.6 per cent.; in the Southern Division there was an increase. In cognizable crimes in particular the Northern Division shows a steady decrease, and the Southern Division

an increase. Of 37,234 persons tried on charges of cognizable crime in the Presidency proper, 18,724 or about 51 per cent. were convicted, the proportion of convictions in 1872 being 50·6 per cent. 57,381 persons were proceeded against in the Presidency proper on charges of non-cognizable offences, of whom 27 per cent. were found guilty and punished. The proportion of convictions was the same as in 1872, but the number prosecuted was less. In Sind 10,132 persons were tried on charges of cognizable crime or 324 more than in the previous year. 61·8 per cent. were convicted against 55·6 in 1872. The exact number of cases of non-cognizable crime reported in Sind in 1872 has not been shown, but it is calculated at 7,877. The services of the police were brought into requisition in 4,555 cases of this class, or 779 more than in 1872, and in only 22·8 per cent. of these cases the persons prosecuted were convicted. Throughout the whole Presidency beyond the limits of the city of Bombay 87 persons were sentenced to death, 98 to transportation for life, 59 to transportation for a shorter period, and the rest convicted to imprisonment, fine, and whipping.

The prisons of the city of Bombay have also been treated of separately from those in the rest of the Presidency. The total jail population of the House of Correction in 1873 was 1,197 as compared with 1,424 in 1872. The daily average number of convicts in the jail, however, was 56 in excess of the number in the previous year, which is due to the fact that all long-term prisoners are now confined in the House of Correction. The total gross cost was Rs. 58,094-11-5 or Rs. 6,620-7-0 more than in 1872. The increase is due to larger expenditure on buildings and repairs and the higher average strength.

Prisons.
City of
Bombay.

If the earnings of the prisoners be deducted, the net cost was Rs. 50,149-11-0 or Rs. 167-11-0 per head of average daily strength. In 1872 the net cost per head was Rs. 189-6-7. In the Common Jail 1,341 persons were imprisoned during 1873 against 1,278 in 1872. Here the daily average number of European prisoners was more than double the number in 1872, although there was a large decrease in the number of Europeans committed to the jail. The total gross cost of the maintenance of the Common Jail was Rs. 40,630-13-5 or Rs. 1,731-14-2 more than in the previous year, while the net cost was Rs. 38,024-7-3 against Rs. 35,947-2-0 in 1872. The increase is due to the larger number of prisoners. The net cost per head was Rs. 190-1-11 in 1873 as compared with Rs. 193-4-3 in the preceding year. The number of distinct individuals in the Government Workhouse during the year 1873 was 181, but as many vagrants were admitted more than once, the number of admissions amounted to 218. Most of them were European British-born subjects, but some were Eurasians, inhabitants of European continental countries, Australians, and Americans. 10 were deported and 2 sent to Australia by a horse-dealer in whose employ they had come to India. Employment was found for a large number, but some did not long remain in it. The total cost for the year was 5,695-0-1.

Central and
District
Jails.

The number of jails outside the city of Bombay was 107, of which, however, 83 (including an extra-mural gang) were subordinate jails, which are separately spoken of. The number of convicts in the Central and District Jails during the year under review was 20,740 or 7 less than in the previous year, but the number received during the year was

higher by 111 than in 1872. Female prisoners rose from 804 in 1872 to 865 in 1873. The daily average was 7,467 against 6,735 in 1872, the increase being due to the fact that on an average the terms of imprisonment to which convicts were sentenced were longer. The proportion of Hindu prisoners shows a slight increase, of Musalmans a slight decrease, and the number of Europeans fell from 59 in 1872 to 46 in 1873. It has been observed with regret that the proportion of re-convicted prisoners admitted into the jails continues to increase. It has risen from 8·3 per cent. in 1872 to 9·7 in 1873. The only remedy appears to be the infliction of heavier sentences on second and third convictions, and the employment of hardened offenders on the most severe and deterrent forms of labour. A large increase is shown in the number of civil prisoners, which will be noticed more particularly hereafter. The proportion of under-trial prisoners has largely decreased. The general health of the convicts was good, the percentage of deaths to average strength being only 2·7, while in 1872 it was 2·9. The total gross expenditure was Rs. 8,97,363-15-10. If cash receipts be deducted, the net expenditure was Rs. 7,52,934-15-4 against Rs. 6,88,971-12-6 in 1872. The increase is solely due to the very much heavier expenditure on new buildings and repairs. Owing to the fall of prices the cost of maintaining the prisoners fell off considerably.

4,421 prisoners were admitted into Subordinate Subordi-
nate Jails. Jails in 1873, showing a reduction of 1,059 as compared with the number of admissions in 1872. 19 per cent. of the whole number were sentenced to terms of imprisonment not exceeding 7 days. The total gross cost of the maintenance of all the Sub-

ordinate Jails was Rs. 19,412-11-3 in 1873 ; the receipts from convict labour were only Rs. 157-12-4. The total gross average cost of the maintenance per head in Subordinate Jails was Rs. 95-10-0, while in the District Jails it was Rs. 79-4-4 ; and the difference in the net cost is greater, because in District Jails the earnings of the convicts are considerable, whereas in Subordinate Jails they are insignificant. It is also found that sentences of hard labour cannot be duly carried out or proper discipline maintained at Subordinate Jails. For these reasons Government have determined to reduce their number as far as practicable.

Civil Jus-
tice.
City of
Bombay.

The administration of Civil Justice in the town and island of Bombay is conducted by the High Court, Original Side, and the Court of Small Causes. In all the Departments of the former Court there were 3,285 original cases for disposal, and 1,565 disposed of. The largest number was in the General Jurisdiction, and there the arrears were somewhat reduced during the year. In the Insolvent Jurisdiction also there was a large number of cases for disposal, but there the arrears at the end of the year were considerably higher than at the end of the previous year. The number of original suits for disposal in other jurisdictions was small. There were 45 appeals from Division Courts, and 6 references from the Small Cause Court for hearing at the Original Side of the High Court in 1873. 23 of the former and 4 of the latter were disposed of. The Bombay Court of Small Causes disposed of 30,202 suits during the year, which was more by 536 than the number in the previous year. The number of cases remaining undisposed of at the end of the year was 3,176, being less by 192 than at the end of 1872.

In the administration of Civil Justice outside the City of Bombay 153 Courts were engaged, in addition to which, however, there were 385 Revenue Courts not possessed of other civil jurisdiction. The latter are principally the Courts of *Mámlatdárs* who have under Bombay Act V. of 1864 jurisdiction in certain cases to maintain existing possession or to restore possession to any party dispossessed otherwise than by course of law. The total number of suits shown in the returns to have been instituted in 1873 is 194,210, but this number does not include these instituted in the Court of the Judicial Commissioner in Sind and two Small Cause Courts, respecting which no information has been furnished. The number is very much in excess of the number instituted during the previous year. The increase is principally in suits for money, which constituted upwards of 91 per cent. of the total number, and of these 99 per cent. were for sums of Rupees 500 and under. Such suits are almost entirely instituted in Small Cause Courts and the Courts of Subordinate Judges, and it is noteworthy that in the former class of Courts out of 31,502 suits disposed of about 15 per cent. were contested, and that in about 2 per cent. was judgment given for the defendant; in the latter class out of 155,283 suits disposed of 14 per cent. were contested, and in a little over 2 per cent. was judgment given for the defendant. It is to be expected that a large number of suits instituted should be compromised or decided *ex-parte*, and that the greater portion of those contested should be decided in favour of the plaintiff; but when it is found that in the District Courts working in the same places 44 per cent. of the suits instituted are contested and 20 per cent.

Mofussil
Courts.

are decided in favour of the defendant, it can hardly be doubted that the action of the Subordinate Courts is for some reason less favourable to the persons sued than is desirable, and that as a consequence these persons have little confidence in them. It may here be added that the number of applications for the execution of decrees rose from 190,670 in 1872 to 343,834 in 1873; the number of persons imprisoned in execution of decrees from 8,124 in 1872 to 18,891 in 1873, of whom 13,806 were imprisoned by the Courts of Subordinate Judges; the number of attachments of immoveable property from 7,961 in 1872 to 37,873 in 1873 and of sales of immoveable property from 18,505 in 1872 to 40,067 in 1873, the Courts of Subordinate Judges having executed decrees by attachment of immoveable property in 37,721 cases and by sale of such property in 39,986 cases, whereas by all the other Courts outside of Bombay for which returns have been received immoveable property was attached in only 152 cases and sold in only 81 cases. It is further to be remarked that the number of applications for the execution of decrees in these Courts was nearly double the number of suits. Comment on these facts is hardly necessary. It is alleged that money-lenders, with the view of keeping indebted ryots entirely in their power, held unexecuted decrees *in terrorem* over them, and the number of applications for execution which a decided tendency of prices to fall has brought out seems to give colour to the allegation. It is said that many debtors who have a good moral defence to offer are afraid to appear in Court lest they be arrested, and the large number of persons imprisoned in execution of decrees is calculated to create such a fear among an ignorant class

of people. It is asserted that the subordinate courts are gradually operating to transfer the land from the cultivators to money-lenders, and the large number of attachments and sales of immoveable property carried out under their authority corroborates the assertion. The Courts cannot be held responsible for these results, because they must act in accordance with the law and rules in force; but there seems good ground for enquiring whether the law and rules should not be modified with a view to the better protection of those who cannot take advantage of the mode of protection now offered to them. Taking all the courts together, the arrears were somewhat larger at the end of 1873 than at the end of 1872. The District Courts disposed of 563 original suits, and there were 1,151 pending at the end of the year against 804 at the end of the previous year, but of the total number pending 944 were in the District Court of Kánara, and most of them are awaiting the decision of a case in the High Court. 6,378 appeals were disposed of by District Judges and 649 by the High Court, Appellate Side, the number for disposal being respectively 9,252 and 1,132.

As the greater number of tribunals exercise both criminal and civil powers, the financial results of the administration of civil and criminal justice cannot well be shown separately. The total cost of the Original Side of the High Court was Rs. 4,76,554-1-3, and the net receipts from stamps Rs. 2,64,472-13-6. Of the Appellate Side the cost was Rs. 2,75,135-5-6, and the receipt from stamps Rs. 39,061-6-0. The gross revenue of the Bombay Court of Small

Financial results of the administration of Criminal and Civil Justice.

Causes was Rs. 2,15,349-11-7, while the expenditure was Rs. 1,66,984-12-6. The total cost of all the tribunals outside of Bombay for which returns have been received was Rs. 27,03,761-3-6, and the income Rs. 22,28,428-4-8. Thus the net cost to Government of the administration of criminal and civil justice in all the courts of this Presidency for which information is forthcoming was Rs. 8,75,123-3-0. It appears, however, that the income from judicial stamp duties and Court fees more than covers the cost of the Civil Courts, and proposals have been made to expend the surplus in revising the ministerial establishments of the Civil and Sessions Courts. The same scheme provides for the abolition of the Small Cause Court at Dhárwár and the establishment of three additional Subordinate Judges' Courts from the saving thereby effected.

Registra-
tion.

The number of registrations during 1873-74 was 85,144 against 90,361 in 1872-73. The proportion of optional to compulsory registration fell from 29 per cent. in 1872-73 to 25 per cent. in 1873-74. The decrease in the receipts of the Registration Department was greater than would be inferred from the above figures, being about 11½ per cent., which is mainly due to there having been no registration during 1873-74 corresponding in magnitude, as regards the amount of fee, to that of the Elphinstone transfer in 1872-73, when nearly Rs. 20,000 were paid in one fee. The total receipts of the Department were Rs. 2,68,017-3-8 in the year under review against Rs. 3,02,462-14-8 in the previous year. On the other hand the expenditure increased from Rs. 2,45,660-4-0 in 1872-73 to Rs. 2,56,601-3-5 in

1873-74. This is largely due to the appointment during the year under report of 4 additional Inspectors and 32 new special Sub-Registrars. The efficiency of the Department has been much improved thereby. At the same time Government have observed with some solicitude the fact that the receipts are now considerably below, and the disbursements considerably above, the original assignment to Provincial Services on account of Registration, and measures for maintaining the original proportion between receipts and disbursements are under consideration. The only places, however, which did not prove self-supporting during the year were Sind, Aden, and Panch Mahals.

The municipal administration of the city of Bombay was during part of the year 1873 regulated by Bombay Act III. of 1872, the provisions of which were described in the last report. For some years back there has been a falling off in the rateable value of property. The total revenue of 1873 was, however, more than that of 1872, the figures being respectively Rs. 30,48,331 and Rs. 33,24,107-9-5. The expenditure also rose from Rs. 29,77,718 in 1872 to Rs. 30,44,577-4-5 in 1873. The average incidence of taxation proper per head of population was Rs. 3-11-2; if the revenue for services rendered be added it was Rs. 4-10-2. The new works in connection with the Tulsi Lake were carried on, and the new Northbrook Gardens are in course of construction. The town was principally kept clean by halalcores. An experimental system of drainage was introduced into Sonapore, and so far has proved successful. The health of the population was con-

Municipal
Adminis-
tration.
Bombay
Municipa-
lity.

siderably better in 1873 than in 1872, but towards the close of the former year rinderpest carried off a considerable number of cattle.

Mofussil
Municipalities.

The administration of Mofussil municipalities was during the year under review conducted in accordance with Act XXVI. of 1850 and Bombay Act II. of 1862, but the new Municipal Act above referred to will henceforth be the law to regulate them. Some of the smaller municipalities in the Sâtára Collectorate were abolished, and it is probable that the total number will be further reduced under the new Act. The mode of taxation most generally adopted by Municipal Commissioners is that of octroi duties, which during the year under review yielded about 57 per cent. of the total municipal revenue. The only rule which it has been deemed necessary to lay down with the view of ensuring the exemption of goods in transit is that the duty should be refunded on goods which are exported after paying the duty, and the incidence of town duties per head of municipal population, which in the Presidency proper seldom exceeds Re. 1, and is generally much below that amount, shows that it is improbable that goods other than those locally consumed are there so taxed. In some places in Sind, however, it is otherwise. The average incidence per head of octroi for the whole Presidency, including Sind, was 11 annas 8 pies. Excluding Sind, it was only 8 annas and 1½ pies. A further objection often made to these duties is that, if levied on articles of general consumption, they fall proportionately more heavily on the poor than on the rich. But it is clear that without such indirect taxation municipalities could be maintained

in very few places in this Presidency, and as the bulk of the population are poor, they must contribute towards the improvement of health and comfort, and they are least perceptibly, and in reality very little, affected by indirect taxation. It is only in a few unimportant places that it is the only source of municipal revenue. In all large towns direct taxation, which affects only the comparatively wealthy, is combined with it. The average incidence of all municipal taxation for the whole Presidency during the year under review was Rs. 1-0-1-8. Several important works for the improvement of the public health were carried out and in progress during the year under review, for some of which loans were taken up under Act XXIV. of 1871; the water-supply of some large towns was greatly increased and improved; conservancy was everywhere carefully attended to, and the progress of instruction, medical institutions, and vaccination was in most places assisted by considerable contributions.

The total strength of the Army attached to the Military. Bombay Presidency during the year under review was 39,450. There were 1,200 European Commissioned Officers, 11,152 European Warrant and Non-Commissioned Officers and Rank and File, and 27,098 Native Commissioned and Non-Commissioned Officers and Rank and File. The total cost was Rs. 2,46,34,703-12-0, of which sum Rs. 1,27,61,083-7-0 constituted the pay and allowances of officers and men, Rs. 72,24,966-9-0 being for the Native and Rs. 55,36,116-14-0 for the European Army. Rs. 1,07,36,037-8-0 were paid for effective and Rs.

11,37,582-13-0 for non-effective services. The most important event of the year in connection with the Army was the formation of a Camp of Exercise at Chinchwad, which was broken up on the 24th December, after a review parade before His Excellency the Commander-in-Chief in India, who expressed a high opinion of the state of discipline and efficiency of the force. With the exception of the detachment of a reconnoitring force from Aden into the Lahej territory, no troops were employed in any important field service. A battery and some regiments were during the year equipped with a better class of arms, and the arms of the European corps are all in good order and serviceable, but in those of the Native Infantry there is said to be room for improvement. Gymnastic and military instruction was carried on with success, and a considerable improvement is noticed in musketry. Instruction was also given in army signalling and veterinary matters. The remounts procurable were far below the average in quality, but fortunately the requirements of the service were not large. The health of the horses was very good, the percentage of deaths being much below the average. Some additional accommodation was provided for Native troops, but the want of funds prevented much being done either under this head or under that of sanitarium. In several cantonments, however, considerable improvements were effected, and conservancy was carefully attended to. The only important changes of a general nature introduced during the year were the constitution of a military prison at Poona, the restriction to three years of the period of tenure of appointment of Brigade Major by officers of the Staff Corps and

Indian Army, the appointment of an additional Deputy Assistant Adjutant General for Musketry, and a re-distribution of military circles consequent on the issue of Enfield rifles to Native corps.

All the vessels constituting Her Majesty's Bombay Marine. Marine were employed on merely routine services: 52 vessels in all were docked, 34 were repaired, 2 of which were Royal Navy ships re-commissioned in this country, and therefore involved a heavy cost. The whole charges of the Master Builder's Department amounted to Rs. 3,02,148. The Chief Engineer's Department executed work costing in all Rs. 1,01,200.

The first subject treated of in the chapter on PRODUCTION AND DISTRIBUTION. Agriculture. Taking the whole Presidency together, a considerable decrease in the area under cultivation is shown. But the principal decrease was in Sind, and is attributable to the unfavourable nature of the inundation above mentioned. In the Presidency-proper an increase of about 17,041 acres is shown. It is possible, however, that this is more apparent than real, for as the survey progresses a larger area is generally shown to be under cultivation than is entered in the Collector's books. It will be observed that it is in the Southern Division, where the Revenue Surveys are principally in progress, that an increase is shown, and Dhárwár, Poona, and Sholápur, which are all being re-surveyed, show an increase, although 1,300 acres are said to have been thrown up in one taluka of the last-named district. In the Northern Division there was a decrease. The steady fall of prices which has been going on for a few years back

is calculated to induce a curtailment of the area under cultivation, and although the land is tilled for many crops before the nature of the season is known, the area cultivated for later crops is doubtless affected by the weather which prevails up to the time of preparing the ground for them. Jowari and bajri, which are the staple food grains of the Northern and Southern Divisions of the Presidency proper, occupied respectively 28.6 per cent. and 18 per cent. of the whole cultivated area. In Sind most land is devoted to rice. In cotton cultivation, to which special attention is given by Government owing to its effect on the trade of the Presidency, there was a general increase, amounting on the whole to 372,701 acres. The estimated yield of the year also exceeded the actual outturn of the previous year by nearly 35,000 candies. The increase is principally in exotic cotton; in the estimated outturn of indigenous cotton there is a decrease, which is almost entirely in Native States. In the method of cultivation there is no marked improvement to record; but an increasing demand for English ploughs in Ahmedabad is worthy of notice. In agricultural stock, on which the maintenance of the fertility of the soil so largely depends, an increase is shown; but so long as there is no extensive demand for animal food, there is little chance of a due proportion of stock being kept. The breed of horses is very perceptibly being improved by the Government stud and by horse shows. The number of mares covered rose from 1,384 in 1872-73 to 1,724 in 1873-74. Owing to the fall of prices a general decrease in the cost of the keep of the stallions took place, but, as a somewhat larger number was maintained during the year under review, the total

cost was somewhat higher. The advances to cultivators for the purchase of seed and cattle increased, principally owing to the large sum of Rs. 30,000 being advanced in seed to zemindárs in Sind who were being ruined by the bad season. The advances under the Land Improvement Act fell from Rs. 1,38,108 in 1872-73 to Rs. 39,783-8-0 in 1873-74. It is said that the strictness of the rules respecting documents, execution of works, and re-payment have a deterrent effect, but it is believed that the pressure put upon ryots by money-lenders to whom they are in debt is the principal cause of so few loans being applied for. The institution of model farms is another means adopted by this Government for improving the agriculture of the country. The principal practical result of the working of the Khándesh farm is its proving that the Hinganghat variety of cotton is best adapted for that district; the Sind farm proved that the New Orleans cotton can be grown in that province at as little expense as the Sind Native, while the staple is far more valuable. On the Dhárwár farm a large quantity of good seed was saved for distribution and future sowings. One of the superintendents of cotton experiments was employed in Surat in making experiments with the view of establishing the best mode of utilizing the sandy and salt tracts along the coast. He propagated a large number of plants which bind the soil, and the bamboo raised in salt land from cuttings or side branches is said to promise well. Some other experiments were made by Collectors, but none of special importance. It may be added that the Khándesh and Sind farms showed a deficit during the year under review, as they have done from the commencement, whereas the Dhárwár

farm, which was newly established, proved more than self-supporting. At the first two farms experiments have hitherto been carried on on too large a scale before anything was known of the probable result. Instructions have now been given to adopt, in the first instance, the most approved Native system and to introduce improvements gradually and cautiously, and it is hoped that, if they are carried out, the farms will both be of more practical value, and less of a burden on the finances of the State.

Horticulture Under the head of Horticulture there is little to record. At the Botanical Gardens, Ganesh Khind, one out of a few cork trees planted a few years ago has grown 6 feet high and is in a perfectly healthy state. This shows that the climate is not unsuitable, and the Secretary of State has been requested to arrange for the despatch of periodical supplies of cork-tree acorns. Many new ornamental plants were introduced during the year, the most valuable of which was the *Eagonium Purga*, the plant which yields the drug jalap. At the Government Cinchona plantation at Lingamalla in the Sátára district there were 13,757 plants in the ground, of which 668 died. The income from the sale of produce from the Botanical Gardens, Ganesh Khind, was Rs. 3,522-9-11, and the expenditure Rs. 12,224-1-2; but the Laboratory fund has a balance of Rs. 9,163-12-2, although the cost of a new laboratory building was defrayed from it. The Sátára Cinchona plantation cost Rs. 3,983-8-6 during the year, while there is no prospect of a proportionate return. *Eucalyptus globulus* seeds planted at Násik seem to be thriving fairly; no other horticultural experiments made during the year call for special notice.

The receipts from forests during the year under re-
view aggregated Rs. 11,88,685 against Rs. 11,46,405 in
the previous year, while the expenditure fell from Rs.
7,13,649 in 1872-73 to Rs. 7,06,456 in 1873-74. There
was thus an increase in the net revenue of Rs. 49,473
in favour of the past year, and this notwithstanding
the operations of the department are carried on
more with a view to the future requirements of the
country than to present revenue. In both the
Northern and the Southern Divisions extensive re-
serves were selected and demarcated, and planting
and sowing were carefully attended to with en-
couraging results. In Sind also some work of this
nature was carried on, but not to such an extent as
in the Presidency proper. In these operations there
is naturally some danger of the prescriptive rights
or supposed rights of certain classes of the people
being interfered with and of the department thus
becoming unpopular; but under the orders of Go-
vernment the villagers in forest tracts are liberally
treated in respect to their domestic wants, and specific
orders have been issued defining the privileges of
ryots with regard to the different classes of forest
reserves. Free grants of wood are also made to
the poorer classes within forest limits. The only
important experiments made during the year were
those with Australian Eucalyptus seeds, and in
Belgaum, Dhárwár and Kánara, as well as at Násik,
as above mentioned, they appear to give some
promise. Himalaya pine seeds were tried in nur-
series in the Deccan; but there was no germination.
In Khándesh and Dhárwár some injury was caused
by fire, and in Sind the number of conflagrations
was larger than in the two previous years. The

loss from erosion in that province was less, and throughout the whole Presidency a considerable decrease is noticed in the number of forest offences. No general administrative changes of importance took place during the year, but the charges in the Northern Division were re-distributed, and an establishment was towards the close of the year entertained for the Kaládgi Collectorate, where hitherto little has been done in the way of forest operations.

Mines and
Quarries.

Under the head of Mines and Quarries there is little to be recorded, as the information on the subject is yet but scanty. Some discoveries made during the year, however, tend to show that there are plentiful supplies of good iron ore in the Dhárwár Collectorate, and that the same district contains gold, graphite, and marble. The existence of slates, lime-stones, and sand stones in the Kaládgi Collectorate has been brought to the notice of Government, and in Ratnágiri are found slate-stone and a soft saponaceous blue stone which can be worked into cups and vessels.

Manufac-
tures.

The increase in the number of steam spinning and weaving mills and in the amount of work done by them is the most important subject noticed under the head of Manufactures. The advantage which this Presidency may be expected to reap from an extension of this industry can hardly be over-estimated. Probably no cause has retarded the material progress of most districts so much as the want of an extensive foreign demand for agricultural produce and of an outlet for labour. The establishment of manufac-

tures on an extensive scale in such districts is calculated to supply this want, and thereby to stimulate improved methods of agriculture, and to create higher wants and a desire for increased comforts among the agricultural and other classes. It is satisfactory to find that these manufactures are extending beyond the Presidency town. They can hardly exist except in large towns or where there is railway or water communication with large towns, but their extension and the improvement of the means of transit have a reciprocal effect upon each other. The number of steam ginning factories and of cotton presses outside of Bombay is also increasing, and the practice of pressing cotton at or near the place of its growth is gradually becoming more general. Notwithstanding the extension of steam factories, the articles of apparel for the great bulk of the population are still made by hand, but English or other imported yarns are often made use of by weavers of the finer sorts of cloths. Some other manufactures are mentioned in the body of the Report, and the ornaments and other indigenous manufactures for which the several districts have a name were described in the last Report and need not be specified here.

The external trade of the Port of Bombay revived External Trade. to some extent during the year under review. Port of Bombay. The total value of it was Rs. 43,95,62,790 or nearly 2½ millions sterling greater than it was in 1872-73. It was still, however, far below the trade of 1871-72, or the average of the five preceding years. There was an increase in both Government stores, treasure, and private merchandise, but the increase in the first

was proportionately the greatest. The value of the private trade was Rs. 38,19,50,103 against Rs. 36,76,41,961 or greater by about $1\frac{1}{2}$ millions sterling. In 1871-72 it was Rs. 41,67,02,202. The greatest improvement took place in the imports, which rose from Rs. 14,18,06,777 in 1872-73 to Rs. 14,86,01,684 in 1873-74, which again is about 4 lakhs higher than the value of the imports of 1871-72. In the imports of 'cotton piece goods an increase of nearly 19 per cent. is noticed, notwithstanding the extension of cotton factories, and these imports are also higher than in 1871-72. It appears that Calcutta orders were transferred to Bombay; when prices fell owing to the famine, but it is also not improbable that the lower price of the article is creating a more extensive demand. The raw cotton imported by sea, twist, woollen piece goods, and many other articles which need not be specified show an increase; raw wool is the most important of the articles which has fallen off. The value of the exports also increased, but not to the same extent as the value of the imports. The figures are Rs. 19,87,84,985 for the year under review and Rs. 19,10,91,394 for the previous year. In 1871-72 the value was about $3\frac{1}{2}$ millions sterling greater than in the year under review. Raw cotton and cotton piece goods show an increase, but the greatest improvement is in grain and pulse, owing to the abolition of the export duty on wheat and the demand for grain in the famine districts in Bengal. Rice, however, was not more largely exported to Bengal than in the previous year. In the value of the re-export trade of the past two years there was little difference. It is somewhat remarkable that notwithstanding the very great rise in the value of

the imports compared with a much smaller rise in the value of exports there was a larger import of treasure and a smaller export than in the previous year, and this latter fact again seems inconsistent with the exchange being more unfavourable to Bombay in 1873-74 than in 1872-73. The explanation is probably that a rupee is calculated as equivalent to $\frac{1}{10}$ th of a sovereign, whereas owing to the depreciation of silver in comparison with gold its intrinsic value is less. This is corroborated by the facts that the imports of gold fell from £13,459,405 in 1872-73 to £10,175,490 in 1873-74, whereas the exports rose from £824,065 to £2,339,595; and the imports of silver rose from £15,225,534 in 1872-73 to £24,184,613 in 1873-74, while the exports fell from £15,841,389 to £10,191,602. A table exhibiting the value of imports and exports, exclusive of treasure, for the last 25 years, shows that the proportion of exports to imports has on the whole considerably increased within that period, but it has been falling for a few years back. With the increase of trade which on the whole has taken place during the same period the tonnage has increased, the increase in the number of steamers being especially remarkable.

Continental ports are principally of use as distributing channels for the various articles of European manufacture imported into Bombay, and as centres of collection for Indian produce which they transmit to Bombay for shipment thence to other parts of the world. A considerable interportal trade is, however, also carried on. About 90,000 vessels were entered at the different ports, and about the same number cleared outwards. The declared value

Continental Ports.

of the trade was Rs. 8,70,00,000, which is a considerable decrease on that of the previous year. The imports fell from Rs. 3,43,56,469 in 1872-73 to Rs. 2,62,08,498 in 1873-74, while the exports increased from Rs. 5,19,82,978 to Rs. 6,07,67,596.

Sind Ports. In the declared value of the whole sea-borne trade of Sind, exclusive of Government stores, there was an increase of Rs. 29,45,288, but the increase in private trade was only Rs. 2,05,009, and was wholly in exports. The imports of merchandise fell from Rs. 1,63,27,363 to Rs. 1,50,68,479, owing principally to less imports of cotton piece goods, grain and pulse, and hides and skins. The value of the imports of State Railway material for the Indus Valley Railway rose from Rs. 74,924 in 1872-73 to Rs. 17,38,334 in 1873-74, and of treasure from Rs. 3,71,708 to Rs. 4,68,597. The exports of private merchandise rose from Rs. 1,98,25,767 to Rs. 2,12,89,660, and of treasure from Rs. 89,798 to Rs. 10,69,778. The increase in the former is mainly due to the shipments of wheat by Canal steamers, which are the largest on record. The great improvement in the exports of this article which has followed the abolition of the duty is very noteworthy. The value of raw wool exported was greater than in the previous year, though the quantity was less. The exports of raw cotton and of hides and skins fell off considerably. With the increase of the whole trade an increase in tonnage is noticeable, and particularly in Canal steamers, the number of which entered rose from 5 in 1872-73 to 10 in 1873-74, the number cleared from 6 to 33.

Aden. The value of the imports by sea into Aden during the year under review was Rs. 1,28,08,948

against Rs. 1,61,55,490 in the previous year, of the exports by sea Rs. 1,00,55,330 against Rs. 77,46,330. The increase is due to the presence of Turkish troops in Yemen, whereby a considerable demand for articles of food and clothing was created, and to the establishment of a monthly mail steamer to Zanzibar. The effect of the opening of the Suez Canal on the trade of Aden is also annually becoming more apparent.

An attempt has been made in this Report for the first time to give some account of the internal trade of the Presidency, but as no records are kept of it, it could not be very satisfactory. An increase in the merchandise traffic receipts of the G. I. P. Railway is noticed, and a falling off in those of the B. B. and C. I. Railway, the receipts on account of cotton in particular having largely declined. A decrease in the land customs of the year seems to show that the trade between Goa and the Belgaum and North Kánara Collectories and the Sáwant Wári State, between Hubsan and the Kolába district, and between Damaun and the districts of Tanna and Surat was less than in the previous year. The nature only of the trade between different districts can be indicated; it is reported to have been exceptionally dull during the year under report, and the general fall of prices which has been pointed out was calculated to affect it prejudicially. Of the trade of Aden by land with the interior of Arabia there are accurate statistics. Goods of the value of Rs. 14,37,697 were imported by camels; the value of the merchandise which passed into Arabia from Aden was Rs. 8,14,241. This is an increase of Rs. 2,19,695

Internal
trade.

over the similar exports of the previous year, which is probably due to the presence of Turkish troops in Yemen.

**Public
Works.**

The total sum at the disposal of the Public Works Department during the year under review was Rs. 1,13,06,546. The amount expended was Rs. 1,02,67,629. There was thus a saving of Rs. 11,02,213. Among the works completed or in progress during the year the University Senate Hall, which forms a noble addition to the architectural beauty of Bombay, is worthy of special mention. The cost, including Sir Kavasji Jehanghir's donation of one lakh, was Rs. 3,73,000. The University Library also approached completion, and good progress was made with the Elphinstone High School and the High Court Building at Bombay. The Native General Hospital was all but finished at the end of the year. The Dhárwár High School was completed, and the Training College at the same place and the Rájáram High School at Kolhápur were under construction. The Jacobabad protective works and the formal completion of the Manora break-water at Karáchi have already been referred to. Among works contemplated, the project for providing a water-supply to the camp at Aden by damming the Kussuf valley is the most important. Many other works of some importance were completed or under construction during the year. The most important roads and bridges under construction or repair are mentioned in the body of the Report, but need not be specified here.

Railways.

The railway undertakings under this Government were the same in 1873-74 as in 1872-73. Several important engineering works were carried out during

the year. The Dhakor Branch of the B. B. and C. I. Railway was commenced in November by the Company as part of their guaranteed undertaking and completed in 5 months at a cost of not above £4,000 a mile, exclusive of rolling stock. Many of the iron bridges of this railway have been strengthened. The line has been extended to Colaba, where a station has been built to accommodate the local traffic, which is now considerable. Another station in the Swiss cottage style has been built at Church Gate Street, the principal entrance into the Fort of Bombay. Sidings have been laid on the Ran at Khárágora for the Salt Department by the B. B. and C. I. Railway Company, under the direction of the Consulting Engineer. They are designed to admit of the salt being loaded from the pans direct into the trucks. This branch promises to be a most valuable addition to the B. B. and C. I. Railway. The opening of the viaduct over the Kistna in October was the principal event of the year in connection with the G. I. P. Railway. Among works contemplated may be mentioned the Sabarmati to Disa extension, for the first 37 miles of which a plan and estimate have been submitted to the Government of India, and the line from Karwar to Bellári. The former is of great importance to the mercantile interests of Bombay; in connection with the latter an offer made by Messrs. Nicol & Co. to guarantee Government against loss of interest on the capital expended is under reference to the Government of India. The gross receipts of the G. I. P. Railway in 1873 were Rs. 1,88,51,120 against Rs. 1,87,28,265 in 1872 and the expenditure Rs. 1,20,81,128 against Rs. 1,20,32,009. The increase in the gross receipts is entirely due to higher receipts from

the goods traffic, the receipts from coaching traffic having fallen off by more than $1\frac{1}{4}$ lakhs. The passenger traffic does not keep pace with that of the goods traffic, and it is doubtful whether the 3rd class fares, which are the most remunerative, are low enough to meet the circumstances of a population mostly poor. The working expenses are still high, but have not increased in proportion to the traffic. The gross receipts of the B. B. and C. I. Railway fell from Rs. 56,49,315 in 1872 to Rs. 55,89,798 in 1873, and the expenditure from Rs. 33,87,867 to Rs. 33,10,942. Here there was a large increase in the passenger traffic earnings, but the goods traffic declined. The Berar State Railways to Amraoti and Khangaon were worked by the G. I. P. R. Co., but maintained by the Berar Government, and the Dhaboi branch by the B. B. and C. I. R. Co., the expenses being reimbursed by the Gaikawár.

Canals.

There are no canals as yet used for navigation in this Presidency, but under that head an account has been given of the conservancy of the Indus. The river was never very high during the year under review, but the channel at various places frequently changed, and necessitated a constant watch. The expenditure is shown by the Accountant General as Rs. 69,977 against Rs. 62,157 in the previous year. The receipts fell off owing to less traffic from the North-West Provinces.

Telegraphs.

The only new telegraph line in the Bombay Division during the year under review was one from the Marine Lines Railway Station to Colaba Railway Station, and the only new office opened was that at

Limri. The telegraph lines are not under the control of this Government, and the only information furnished respecting them is that they were generally in a state of efficiency. The Persian Gulf section of the Indo-European Telegraph also worked successfully. There was a marked increase in the number of messages transmitted, in the gross receipts, and in the net revenue, which is attributed to the interruption on the Red Sea line and to the introduction of 10 words' messages.

The district post is under the control of this Govern- Post. ment, and respecting it alone is any information available. The only District Post Office open at the close of the year was that at Jambughora in the Panch Mahals, and the only district post line that between Halol and Jambughora. The number of rural messengers employed in all collectorates was 542; 9,10,247 covers were sent for delivery in 1873-74 against 8,22,421 in 1872-73; the percentage returned undelivered was 7 in the year under review against 6.40 in the previous year. There was an increase of 67.51 per cent. in the correspondence brought by rural messengers for despatch. The receipts of the year under review are estimated to have exceeded those of the previous year by Rs. 4,065-8-0, and the expenditure was also greater by Rs. 15,557 than that of 1872-73. The latter increase is due to the employment of more rural messengers at higher rates of pay. The supervising agency was also revised.

The grant for Imperial agricultural works was 18½ Irrigation. lakhs, and the outlay about 16½ lakhs. There was a saving of 4¼ lakhs on the extraordinary, and an excess of 2¾ lakhs on the ordinary, grant. The most important perhaps of the irrigation works in progress

in the Presidency proper is the Muta reservoir and canal in the Poona Collectorate. The canal has been completed up to Poona with all the masonry works except some escapes, and was opened for irrigation in February last. The water has also been distributed by pipes through the greater part of the cantonment and civil station. The Krishna, Gondauli, and Yerla canals in the Sátára Collectorate, the Ekruk canal in Sholapur, the Lakh canal in Ahmadnagar, the Jamda canal in Khándesh, and the Hathmati canal in Ahmedábád are now in operation, though a few minor works are necessary to complete some of them. The amount expended on the maintenance of others, and the principal projects now under consideration are shown in the body of the Report. In the Presidency proper irrigation works are chiefly of use in seasons of unfavourable rainfall, but the area irrigated during the year under review was considerable. In Sind cultivation always depends principally on an artificial supply of water, and the expenditure on irrigation in that province is, therefore, necessarily much more than in the Presidency proper. The outlay on the clearance and maintenance of Sind canals is always high, and the repairs of breaches caused by floods often requires a large expenditure. No entirely new works were undertaken during the year, but the Mitrau canal in Thar and Parkar was in progress, and nearly completed, and is now in excellent working order. Many important improvements were made to other canals. The difficulty of equitably distributing the water in Sind, and the consideration of a proposal to regulate the assessment according to the area actually irrigated have already been referred to.

The general financial results of all departments REVENUE AND FINANCE. General results. during the official year under review as compared with those of the previous year were a net increase of Rs. 1,01,123 in the revenue, a net decrease of Rs. 10,58,456 in the expenditure, and a consequent increase of Rs. 11,59,579 in the surplus at the end of the year. The surplus of 1873-74 was Rs. 1,95,87,514, that of 1872-73 was Rs. 1,84,27,935. The balances, however, fell from Rs. 4,30,31,200 on 1st April 1873 to Rs. 2,58,08,610, owing to large remittances to Calcutta and Patna, in order to strengthen the treasuries in the famine districts.

Turning to Civil Imperial Revenue and Finance, Imperial Revenue and Finance. there is found a decrease in both receipts and expenditure, but in the latter much more than in the former. The revenue under all heads fell from Rs. 9,51,28,170 to Rs. 9,49,90,343 or by Rs. 1,37,827; the expenditure from Rs. 4,31,00,355 to Rs. 4,11,30,205, or by Rs. 12,70,150. Under Debt and Remittance heads the disbursements were much above the receipts. In particular the supply to other Indian Governments exceeded the amount of aid received from them by Rs. 1,99,18,025, owing to the necessity of strengthening the famine-stricken districts above referred to.

The total payment of new coins into the General Mint. Treasury and the Currency Department was Rs. 1,57,91,032, being very much below that of the previous year. The Mint certificates issued considerably exceeded those of the previous year. So much bullion was received during the last 3 months of the year that the Mint could not keep pace with the payment of certificates. In the early part of the year the importation of bullion was slack, and

the Mint worked up small silver coin to meet large demands from other Governments and provinces.

Paper Cur-
rency.

The number of notes of the Bombay Circle received and issued in 1873-74 was greater than that of 1872-73 by 1,90,390 pieces, and their value exceeded that of the previous year by Rs. 51,9,34,800. But the gross circulation, which stood at Rs. 4,19,89,455 on 31st March 1873, represented a value of Rs. 2,41,13,120 only at the close of the year under review. The decline was steady throughout the year, and was due to less bullion transferred to the Currency Department and a large decrease in the amount of notes of this circle withdrawn by other offices of issue. In the Sind circle of issue the value of the average circulation was Rs. 24,79,367 against Rs. 20,30,810 in the previous year. The gross circulation, however, declined from Rs. 65,54,275 at the commencement of the year to Rs. 32,98,480 at its close. Of the latter amount notes to the value of Rs. 19,31,130 were actually in the hands of the public; the rest were held by treasuries and other offices of issue. The three lower denominations of notes have the greatest circulation.

Deposit and
remittance
transactions

The amount deposited in the Savings Bank during the year under review exceeded the amount of withdrawals by Rs. 21,82,259. This is an increase of Rs. 9,36,283 over the result of the previous year, which is due to numerous deposits of the mercantile community in consequence of stagnation in local trade and the high price of Government paper. The transactions under the head of Overland Money Orders show an increase over the previous year of Rs. 4,70,531 in the receipts and Rs. 3,05,720 in the pay-

ments, but the system only came into operation from October 1872. In the amount of issues and payments of inland money orders there was a large decrease, owing principally to the closing of some agencies and the use of currency notes for purposes of remittance. In consequence of the demand for money from the Government of India large withdrawals from District Treasuries were effected, but requisitions for currency notes from many District Treasuries were also complied with.

The actual collections of land revenue within Land Revenue. the official year under review show a decrease of Rs. 6,75,893. If the land revenue year be taken as the period of calculation, the decrease was still greater, the realizations up till the 31st July being less by Rs. 11,76,431-10-10, or 3·8 per cent., than those of the preceding year. In the gross land revenue and in the revenue to be realized there was also a decrease of 1·8 per cent. and 3·5 per cent. respectively. The largest proportional falling off was in Sind, where, owing to the unfavourable inundation, the area under cultivation was much less than in the previous year, and large remissions had to be granted for various reasons. In the Northern Division also the less favourable season and the fall of prices naturally caused a curtailment of holdings, and although nominally the area under cultivation in the Southern Division was greater than in the previous year, reasons have been given for doubting whether it was really so. In both divisions also less was realized by the sale of occupancy rights and grazing grounds, owing to the same causes as led to a contraction of cultivation. In the Northern

Division the decrease in the realizable revenue of the year was '74 per cent., and in the collections of the year's revenue '53 per cent.; in the Southern Division it was '41 per cent. and '79 per cent. respectively. For various reasons explained in the body of the Report, so much of the revenue as was realized was not realized in some places without difficulty.

Canal
Revenue.

Usually the revenue due to Government on account of water taken from canals is consolidated with the land revenue of soil which is irrigated, for which reason the receipts credited separately to the Irrigation Department are not large. They are given for the year under review as Rs. 70,105. If the share of the land revenue due to irrigation be added, the amount is estimated at Rs. 35,62,096. The total expenditure of the Irrigation Department was Rs. 21,84,253.

SEA CUS-
TOMS.
Port of
Bombay.

The customs revenue of the Port of Bombay in 1873-74 was more by Rs. 6,23,930 than in 1872-73. Import duties yielded Rs. 62,45,656 in the year under review against Rs. 56,61,348 in the previous year, and export duties Rs. 3,71,403 against Rs. 3,31,781. The increase has naturally taken place with the revival of trade before referred to; but a comparison of the amount realized by customs duties in 1871-72 and 1873-74 respectively with the value of the trade in those years shows that the former is not an exact criterion of the latter. The declared value of the trade of 1871-72 was greater by about 7 millions sterling than that of 1873-74, but the customs revenue of the latter year is greater by about £46,000, and this notwithstanding some decreases in the tariff scale and the abolition of the

export duty on wheat. Variations in the value of transactions in treasure and free goods, retention of goods in bond, and difference in the declared values of such goods as are not rated at tariff values account for the apparent discrepancy. Bonded warehouses are now under the control of the Trustees for the Port of Bombay. The value of goods in bond has decreased, principally owing to the stoppage of the firman privilege formerly enjoyed by the Portuguese at Surat. In addition to the regular customs revenue Rs. 8,841-13-9 were realized from the sale of confiscated goods, of which, however, Rs. 3,683-1-6 were disbursed as rewards. Rs. 11,943 were realized from fees for permission to work on Sundays and other extra work.

The total collections credited to sea customs at ^{Continental} continental ports in 1873-74 fell short of those of ^{Ports.} 1872-73 by Rs. 209-10-10, the amounts for the two years being respectively Rs. 75,080-12-0 and Rs. 75,290-6-10. The decrease is in the duties collected at Surat on spirits imported from Damaun, and is due to the suspension of the firman privilege above referred to. If these duties be omitted, the sea customs revenue of these ports exceeds that of the previous year by Rs.17,464.

The total receipts at Sind ports on account of ^{Sind Ports.} customs dues amounted to Rs. 3,74,961-13-0 against Rs. 4,35,413 in 1872-73. But the import duty was in excess of that of the previous year; the decrease is entirely in the realizations from export duty, and this is not due to a falling off in the export trade, which has been shown to have increased, but is owing to the abolition of export duty on wheat, and

a less demand in Kacch and Káthiáwár for grain and pulse.

Land
Customs.

As above mentioned, land customs are collected on goods passing between Goa and the Belgaum and North Kánara Collectorates and the Sáwant Wári State, on the traffic between Hubsan and the Kolába district, and on that between Damaun and the districts of Tanna and Surat. Rs. 60,234-12-0 were realized in the year under review against Rs. 71,850-2-7. The decrease is due to smaller importations of certain articles from Goa owing to the unfavourable season there.

Opium.

The amount realized on account of passes for opium brought to Bombay from Malwa and Gujarát rose from Rs. 2,61,25,200-0-0 in 1872-73 to Rs. 2,74,07,671-5-10 in 1873-74. The latter amount is the highest that has ever been reached, except in the year 1862-63. The cost of collection pertaining to this revenue was Rs. 61,068 or less than $\frac{1}{4}$ per cent. Rs. 17,071-5-10 were also realized from pass fees for opium imported from the Gaikawár's territory into Ahmedábád as an experiment. The results of the internal trade are not so satisfactory. The revenue derived from fees for selling opium was Rs. 1,50,725 in 1873-74 against Rs. 1,58,265 in 1872-73; to the former may be added Rs. 14,757 on account of the transit duty levied on opium in the Panch Mahals. There are various reasons assigned for the variations in different districts; but there is little doubt also that much illicit trade is carried on, and measures to check it are now under consideration.

Salt.

The salt revenue of the year under review amounted to Rs. 72,96,138-11-2, exceeding that of the previous

year by Rs. 4,76,039-15-10. The quantity of salt manufactured in the year under review, however, was less than in the previous year, but exceeded the average of the 5 preceding years. The average consumption per head for the whole Presidency in 1873-74 is calculated at 10·4 lbs., against an average of 9·7 lbs. per head in 1872-73, and the pressure of the salt-tax averaged 3 annas 4 pies per man. The fact that the present rate of licit consumption is more than 1 lb. per head in excess of that of the decade 1860-70 shows that some advance has been made towards the effectual prevention of smuggling, and the introduction of the new Act will further tend towards that end. There is a large increase in the quantities of Bombay salt carried by railway across the inland customs line. The opening of the Khárágora salt-works with the railway previously referred to will probably cause a still further increase, and owing to these works a large saving in establishment has been effected, and much smuggling is prevented. The Sind salt revenue, which is managed by the Collectors of the several districts, amounted to Rs. 78,757 and the expenditure on establishments was Rs. 12,263. The system which prevails in that province is not satisfactory, but the Government of India have lately negatived a scheme for levying the same duty there as in the Presidency proper, principally on account of the hardships which would thereby be caused to fishermen.

The total revenue from excise on spirits and drugs *Excise.* in the year under review is entered in the Accountant General's books as Rs. 38,80,697 against Rs. 41,87,467, thus showing a decrease of Rs. 3,06,770. But these figures show the actual collections within

the financial year, whereas the farms and licenses are in almost all cases given for the year ending 31st July. The revenue realized within the latter period, exclusive of the distilleries under the control of the Salt Department, is calculated at Rs. 27,87,222-1-1 against Rs. 27,47,340-0-2, thus showing an increase of Rs. 39,882-0-11, and the amount realized by the Salt Department from the distilleries at Uran, Bhandup, and Chembur was Rs. 5,72,384-4-7 against Rs. 5,77,693-8-0 in 1872-73. The latter distilleries compete with those within the city of Bombay in supplying the liquor consumed in Bombay, and it has been represented that owing to the incidence of the tree tax in the island being less than that of the duty on spirits manufactured at the distilleries outside the island, and the latter being subject to a municipal tax from which spirits manufactured within the island are free, the distilleries under the Salt Department have to carry on an unequal contest, and the revenue is thereby diminished. Measures are now under consideration to equalize the burden on the two classes of distilleries. The principal increase in the Mofussil districts was in the revenue realized at sudder distilleries, an additional one having been established at Bulsar during the year under review. From farms of spirits and toddy less was realized owing to generally lower bids on account of the fall of prices and other causes, and it may be added that a reform of the abkari system is urgently required and is under consideration. The increase in the fees for licenses for the sale of ganja and bhang seems to point to an increase in the consumption, but enquiries instituted during the year showed that the consumption of preparations of the hemp plant

is not a widespread evil as yet, and that these drugs have not worse effects than opium or intoxicating liquors.

The gross stamp revenue of the year under *Sto* review was Rs. 50,11,342 against Rs. 52,80,377 in 1872-73. The receipts from adhesive stamps, however, and from the sale of bills of exchange and stamped hundi paper increased; but there was a decrease in the receipts from other General and Court Fees stamps. The suits instituted during the year in Mofussil Courts were more numerous than in the previous year; but the increase was principally in suits of small value; the total value of all suits also rose, but not in the same proportion as the number, and there was a decrease in the other Court Fee stamps used. Other miscellaneous receipts also fell off. While the revenue decreased, the charges rose from Rs. 2,04,715 to Rs. 2,06,093. In the charges under refunds there was a large increase owing to the return of old impressed and bicolor stamps, for which, under orders from the Government of India, the value was refunded, and to the return of stamps by licensed vendors on the publication of the rules confining the sale of Court Fees stamps to *ex-officio* vendors. The working of these rules for a time caused a decrease in charges under discount; the old practice of sale by licensed vendors has, however, been re-introduced, as the other system was on the whole less economical and less convenient to the public. Miscellaneous charges show an increase, but this is only nominal, as one Collector included the cost of serving processes under this head, contrary to the practice hitherto observed in this Presidency. But as process fees are paid in

stamps and the proceeds credited to stamp revenue, such expenditure will in future be included in the general charges for stamps. Convictions for breaches of the stamp law were much more frequent during the year under review than during the previous year, but that this was as much due to more strict administration as to the requirements of the law being less respected by the people is rendered probable by the fact that the realizations from stamp duty and penalties for unstamped or insufficiently stamped documents was less than in 1872-73.

Other
sources of
Imperial
Revenue.

Of the other sources of Imperial revenue it is not necessary to say anything here. Full explanation of the differences in the receipts and charges of the past two years are given in the body of the Report.

Provincial
Services.

The result of the administration of Provincial Services during the past year is a surplus of Rs. 15,66,364. While the receipts of the year, however, (exclusive of debt account,) amounted to Rs. 1,14,15,656, the disbursements were Rs. 1,20,72,376. There was thus a deficit of Rs. 6,56,720. to be met from the balance to the credit of Provincial Services, which was during the year under review reduced from Rs. 22,53,505 to Rs. 15,66,364. There was a net decrease in the revenue of the year as compared with that of the previous year of Rs. 5,18,260, while there was a net increase in the expenditure of Rs. 13,66,436. Certain transfers to and from Provincial Services resulted in a decrease in the Imperial allotment of Rs. 6,36,509, but this was of course accompanied by a corresponding decrease in the charges. Other variations under different heads are fully explained in the body of the

report. The receipts under the head of Provincial Local Rates and Taxes were in both the past two years merely arrears of former years. The only Provincial cess of this kind ever levied in this Presidency was the Non-Agricultural Tax under Bombay Act II. of 1871, but the municipalities in larger towns were, under Bombay Act I. of 1871, made liable for the whole cost of the police employed therein, and the subsidy to the Bombay City Police was withdrawn, these places being exempted from the Non-Agricultural Tax. Now that the Acts above mentioned have been placed in abeyance, the Bombay Municipality have not unnaturally claimed the revival of the subsidy, but means are not available to comply with it. For the past three years there has been an average deficit of Rs. 94,980, and if the contributions to the police of the Presidency town had been continued, not only would the whole sum granted to begin the Provincial Services scheme have been exhausted, but there would have been at the end of the year under review a balance of Rs. 1,54,080 against Provincial Services. The expenditure under several heads and particularly on Public Works has been above the assignments, but under the seven main heads the average annual expenditure has been less by Rs. 5,70,696 than for the three years before the Provincial Services scheme came into force, and under Public Works alone it has been less on the average by Rs. 3,45,694. The Government are anxiously considering whether any further reductions in expenditure can be made, and have constantly inculcated economy. But the great bulk of the expenditure is on establishments, and they cannot, consistently with maintaining efficiency, be reduced so far as to bring the annual expenditure

within the annual revenue. If, therefore, the assignments are not increased, there seems to be no alternative but to resort again to Provincial taxation, to which this Government are much averse.

Local
Funds.

Taking all Local Funds together, the revenue of the year under review was Rs. 58,75,050 against Rs. 70,64,005 in the previous year, and the expenditure Rs. 62,18,012 against Rs. 73,10,826. The *Public Works Tolls Fund* and some others of less importance were created within the year, while the *Jail Local Fund* and the *College and School Fund* were transferred to Provincial Services, and the *Bombay Port Fund* to the Bombay Port Trust, and some minor funds were abolished. The greatest decrease is, however, in the receipts from the one-anna cess on land and sayer revenue. The land revenue, on which it was principally calculated, has been shown to have fallen off considerably in the year under review, and abkari contracts were under the orders of the Government of India exempted from the cess, so that although a sum equal to the amount obtained for local purposes from the excise revenue will be added to the Provincial allotment, the receipts under the head of Local Funds are diminished. The funds administered by local committees were further somewhat curtailed by the facts that the surplus proceeds of all pounds in municipal committees were made over to municipalities on the understanding that all expenses in connection with the pounds be borne by these bodies, and that the receipts from Provincial tolls and staging bungalows on Provincial lines of road were transferred to the Public Works Department. Still many works were carried out during the year, and much was

done towards opening up the country, improving the water-supply, and increasing the institutions for bettering the health and comfort of the people. As far as practicable, the collections in a taluka were expended within it. The works are generally executed under the supervision of Local Fund overseers or engineers, but a proposal to place all important work under the Executive Engineer is now under consideration.

The Road Cess and Educational Cess are terms applied in this Presidency to proportions of the one anna cess on land and sayer revenue administered by the local committees, and are therefore treated conjointly with other sources of these local funds.

Road and
Education-
al Cesses.

The principal sources of municipal revenue and the administration of municipal towns during the year under review have already been spoken of. The total receipts of Mofussil municipalities were Rs. 30,56,468-10-11, but the actual income, exclusive of balances and debt, was Rs. 20,59,847-11-1. The expenditure of these municipalities was Rs. 18,95,763-8-10. The total revenue of the Bombay Municipality in 1873 was Rs. 33,24,107-9-5, and the expenditure Rs. 30,44,577-4-5.

Municipal
Revenue.

The total population of the Bombay Presidency, exclusive of Native States, was, according to the enumeration made on the 21st February 1872, 1,62,97,524. The average density of the population is 130 to the square mile, but it varies much in different places. In the Deccan Division it is 146·97, in the Konkan Division 240·10, in the Gujarát Division 278·77, in Sind 47·03.

VITAL STA-
TISTICS AND
MEDICAL
SERVICES.

Results of
the Census.

Births and
Deaths.

The number of births registered in 1873 was 290,319, more by 23,376 than in 1872 and by 37,710 than in 1871. The proportion of male births to female was 100 to 90. The number of deaths registered was 290,972, the annual average of 7 years being 239,209.43. Of males dying to males living the ratio per 1,000 was 18.51, and of females dying to females living 17.28. The mean death-rate for the 8 years from 1865 to 1872 was 18.2. In these comparisons, however, it is not to be forgotten that the calculations are made for the year 1873 on an enumerated population, whereas those for previous years were made on an estimated population, and the population of the whole Presidency was underestimated by 2,629,648. Moreover, the registration is not yet accurate, but it is improving, and it is hoped that ere long the statistics will be trustworthy. The mortality of 1873 was very much less than that of 1872, and there is no doubt that the year was generally a healthy one.

Medical
Relief.
Civil
Hospitals.

The number of civil hospitals open during the year under review was 40, and the total number of sick treated at them was 209,032, being 14,733 more than in the previous year. As the year was not an unhealthy one, the increase may fairly be regarded as a proof of the increasing popularity of the institutions. Among in-patients the deaths were less by 149 than in the previous year, and among out-patients by 24. 918 major and 5,690 minor surgical operations were performed during the year under review, and the major operations resulted in death in 26 cases only. The total cost of civil hospitals was Rs. 6,81,993, being Rs. 40,103 less than in the previous year. The decrease is largely owing to the fall of the prices of food and other articles.

There were 102 dispensaries open during the year under review; 85 of which were grant-in-aid, 10 Government, and 7 endowed. Except in the case of dispensaries which have been partially endowed by private persons and which Government have agreed to maintain at their own cost and others which are maintained in connection with quasi civil surgeoncies, Government have agreed to pay half the expenses, the contribution, however, being limited to Rs. 2,000. During the year under review Government contributed Rs. 1,36,681 and Municipal and Local Funds Rs. 78,208. There was a small increase in the expenditure of Rs. 1,042. In-patients increased by 131 and out-patients by 69,390, a result which shows that dispensaries are becoming more popular, and it appears that all classes and castes are taking more advantage of them.

The total number of insanes under treatment Lunatica during the year was 1,115 against 993 in the previous year. 810 were confined in asylums, the rest were treated in civil hospitals. Of the former 98 were cured, 35 improved and removed, 77 were sent to Europe, 58 died, 16 were removed without being cured, 2 escaped, and 524 remained at the end of the year. 76 were criminal lunatics. The total cost of the asylums was Rs. 93,063, being less by Rs. 17,852 than in the previous year. The net cost after deducting cash receipts and the estimated value of lunatics' labour was Rs. 83,713. Of 376 lunatics treated at civil hospitals 106 were cured, 80 absented themselves, 71 were sent to asylums, 73 transferred to friends, 9 died, and 30 remained.

Sanitation. The principal sanitary measures are carried out in towns and cantonments under the supervision of the municipal and military authorities. In other places sanitary improvements are often made at the expense of Local Funds. Although it may not be possible to trace the exact connection between these measures and the mortality of any particular year, there can be no doubt that there is an intimate connection, and it is satisfactory to observe that the deaths from cholera and small-pox in 1873 were comparatively few, and that those from fever and bowel complaints also were much fewer than in 1872. The Sanitary Commissioner visited two places during the year under review, both places of pilgrimage, and made various suggestions for the prevention of disease. He is the only officer in the Presidency charged with the particular duty of attending to the progress of the country in sanitary matters ; but Government have now under consideration proposals for associating the Vaccination with the Sanitary Department.

Vaccination.

The number of vaccinations and re-vaccinations during the year under review was 652,223, being 63,866 more than in the previous year. The largest and most satisfactory increase was among infants, who have most need of protection from small-pox. It is estimated that no less than nine-tenths of the children who might be primarily vaccinated were vaccinated last year. Among the civil population the success in primary vaccinations was 94·8 per cent., in the army 90·9 per cent. For re-vaccinations it was 65·7 in the general returns and 48·2 in the army. The total expenditure was Rs. 2,16,076-8-4, being an increase as compared with that of the previous year

of Rs. 5,281-7-5, due to a revision of establishment. About half the expenditure was contributed from Imperial sources, and half by Municipal and Local Funds and Native States. There was a decrease of 6 pies in the cost of each successful vaccination.

The broad fact shown in the educational report of the year under review is an increase of 65 in the number of schools and of 10,095 in the number of scholars. The average monthly number in the rolls rose from 2,17,370 to 2,23,786, and the average daily attendance from 1,65,916 to 1,73,915. Almost half the increase in the number of schools was in inspected institutions, but nearly 7-10th of the increase in the number of scholars was in Government institutions. The Northern Division shows the greatest improvement; next comes the Central, and then the Sind Division, but they are all separated by a wide interval. As the charges are now fully up to the estimate of annual receipts, few new schools were established, and the increase is chiefly due to the development of old schools. The total expenditure is shown as Rs. 30,61,437, which gives an increase over that of the previous year of Rs. 1,67,292; but if the expenditure from the private funds of aided institutions, and the cost of education in those Native States which consult the Government Inspectors but administer their own funds be excluded, the increase was only Rs. 72,248, and was divided in fairly equal proportions between Provincial and Local Funds, which contribute to the total expenditure nearly in the ratio of 5 to 6.

The results of the University examinations compare favourably with those of the previous year. In 1872-73 the total number of candidates in the

INSTRUC-
TION.

General re-
sults under
the head of
Education
in 1873-74.

University
Examina-
tions.

higher examinations was 225, of whom 90 or 2 out of 5 passed. In 1873-74 the number of candidates was 297, and the number passed 121 or more than 2 out of 5. The increase was shared by each of the Faculties, but the Arts Faculty took the largest share.

Colleges
and Special
Schools.

In the attendance at the Elphinstone and the Deccan Colleges there was a marked improvement during the year under review, and in the fee receipts there was a corresponding increase. The number of students at the Law School and the Grant Medical College also was considerably larger than in the previous year, and the examination results were more satisfactory. In no previous year have so many obtained the L.M. degree. The re-establishment of the Maráthi class for midwives, and the regular attendance of the women in the Gujaráthi class show that the scheme for training midwives is promising. The past year was the most successful the Poona Civil Engineering College has had with regard to both the number of students and the examination results. The average daily attendance at the Sir Jamsetjee Jejeebhoy School of Art fell off, but the progress of the students in the several ateliers was satisfactory. Of the Haidarábád Engineering School an unfavourable report has been given. The number of scholars fell off, and not one was recommended for even temporary employment in the Public Works Department. Some changes in the school course have been made, from which an improvement in the current year may be expected. The Collector of Dhárwár has opened an industrial school in connection with the saw-gin factory for turning out skilled workmen. The preliminary ar-

rangements, however, were not completed till near the close of the year.

There was an increase of 2 in the number of high schools connected with Government, but a decrease in the number of scholars and in the average attendance, which is no doubt partly due to the increase of unrecognized schools and private tutors consequent on educated men being sent out from the colleges. The results of the Matriculation examination, which are generally accepted as the test of the merits of high schools, show an increase of 116 in the number presented, but a decrease of 23 in the number passed. If Government or State schools are taken separately, the proportion of the previous year is nearly kept up; but the proportion of successful candidates from private schools has fallen from above $\frac{1}{3}$ to above $\frac{1}{4}$. The returns for 1872-73 do not distinguish between candidates from private schools and those from private tutors; the returns for 1873-74 show that of the pupils of private tutors only 1 out of 7 passed the examination.

Under middle class schools there was a decrease of 12 schools and of 30 scholars, owing to the closing of some smaller Government schools where the attendance was below the mark. The aided and inspected schools show an increase. Except the second grade schools of the Northern Division, the examination returns for which are not satisfactory, the efficiency of the middle class schools open during the year appears to have increased.

Under vernacular schools for boys there was an increase of 87 schools and of 9,583 scholars. Government, aided, and inspected schools all show

an increase, but it was greatest in the first. Some large towns pay fixed grants, but elsewhere the main support of vernacular education is the local cess fund. It is stated that for the extension of the system of cess schools more funds are required. But during the year under review there was a reduction of Rs. 40,000 in consequence of the order prohibiting the levy of the cess on excise revenue; and although, as above mentioned, this loss will be made good by increasing the provincial grant, the expenditure in some districts was so closely up to the revenue that on receipt of the first order immediate steps had to be taken to effect retrenchments. There is a decrease in the number of night schools and of the scholars attending them. It is to be regretted that Mahomedans generally are still somewhat apathetic in the matter of education. More of that persuasion, however, attend the ordinary vernacular schools than the special schools provided for them, and in Sind a considerable number of Mahomedan artizans attend night schools. The number of girls' schools entirely supported by Government fell off by 13 and the number of scholars by 97. Doubts have been expressed of the advisability of continuing them, while education for boys is so much wanted, but the committees are generally anxious to retain them.

Training
Schools and
Colleges.

There were 7 Government institutions for training masters open during the year with 510 students. Throughout the Presidency the proportion of trained teachers is increasing, and the rules for the part payment of trained masters by results have worked well. The training schools for mistresses, on the other hand, cannot be regarded as successful. It is found

necessary to close the Alexandra institution in Bombay; and at the Ahmedábád school no pupil was far enough advanced to enter on the Normal School course. From the Poona school, however, four women passed out and accepted employment in the city schools, and a favourable report is given of the progress made in the Sind school, though the attendance appears to be irregular.

There was an increase of 14 in the number of aided schools and of 1,700 in the number of scholars. The grants paid by Government amounted to Rs. 1,02,270-0-7, the grants according to results showing an increase, while the fixed grants show a nominal decrease owing to the transfer of the School of Art to the Provincial Budget. Among the aided schools not yet referred to indigenous schools are worthy of notice. In some places they are giving way to cess schools, in others they are altering their system and approaching the Government model. Elsewhere they retain their old character and do not care for Government assistance.

In some Native States the progress of education has been very marked of late years. In Kolhápur in particular the schools are now generally equal to those in Government territory, and some of the Káthiáwár Chiefs and H. H. the Ráo of Kacch expend considerable sums on education. Respecting the education of chiefs and minors some interesting facts will be found in the body of the Report. The working of the Rájkumar College has been particularly successful, and the introduction of the Government standards in the Talukdári School, Ahmedábád, is expected to have a good effect. Other miscellaneous

matters treated of in the body of the report need not be referred to here.

Literature. The number of publications in 1873 was 579, being more by 97 than that of the previous year. More than half of the number are returned as original works, but if all school-books and publications in European languages be omitted, there remain only 217 works in one or other of the Oriental languages, which include 108 pamphlets and periodicals. The publication of 3 new numbers of the Bombay Sanskrit series, and the tour of Dr. Bühler in Rájputána to search for Sanskrit MSS. are also mentioned under the head of Literature.

The Press. Exclusive of the English newspapers of Bombay and Poona and 5 school papers patronized by the Educational Department, 51 papers were issued during 1873-74. 10 expired during the year and 9 were started. 29 are Maráthi, 21 Gujaráthi, and 1 Hindustáni, but some of them also print English-matter. In some of these papers the events of the day and matters of interest are discussed with a fair amount of intelligence, but many of the Mofussil papers occupy themselves chiefly with acrimonious articles and correspondence on Government officials of all grades. It is not probable, however, that their influence either for good or for evil is very extensive.

Arts and Sciences.

Under the head of Arts and Sciences there is not much to record. The paintings brought from Ajunta, and referred to in the last report, were photographed, and the originals sent home to the India Museum. The collections of the Victoria and Albert Museum were added to and arranged, and investigations were made with the view of discovering sub-

stances adapted for the manufacture of paper. At the Colaba Government Observatory meteorological and magnetical observations were made as usual, and an account of the principal features of the climate of this Presidency is being prepared by the Superintendent.

The principal and almost the only event of the year in connection with archæology was the commencement of a regular survey of the architectural and other archæological remains of this Presidency, with a view to the production of a complete work on the rock-cut temples of Western India. The caves at Badami and Aiwali and the ancient Jaina and Saiva temples at Belgaum, Pattadakal, and Aiwali were surveyed; between 25 and 30 inscriptions were copied, and 54 photographs were taken. An account of the inscriptions at Gadak was published by Mr. Fleet, C. S., and the same gentleman employed himself during the year in preparing for publication inscriptions relating to the Ratta chieftains of Saundatti and Belgaum, the Yadava kings of Devágiri and the Vijayanagra dynasty, and the chieftains of the Sindavamsa subordinate to the Chalukya kings. Measures are now under consideration for carrying out a scheme for the collection and preservation of ancient Kanarese inscriptions.

The number of clergy in the diocese at the close of the year was 51. There were 25 chaplains, 5 being absent on leave. All recognized stations were filled, except Dhárwár with the Konkan coast and Upper Sind. The Lord Bishop visited Ahmadnagar, attended the meeting of the Indian Bishops at Nagpur, and afterwards made a tour through Rájputána and Gujarát.

Archæology.

MISCELLANEOUS. Ecclesiastical.

Stationery. The value of the stationery in stock at the commencement of the year under review was Rs. 1,20,891-14-6; the value of receipts during the year Rs. 3,21,393-3-9, while that of the issues amounted to Rs. 2,00,008-5-7. The demands of the Central Press and of various offices are causing an increase in the work of the Stationery Department.

General
Miscel-
laneous.

The Central Press was formed at the close of June 1872, and the year under review is, therefore, the first entire year it has worked. The establishment of it has resulted in a considerable saving, the cost of printing for the year under review being Rs. 1,00,939 less than the average of the 5 years preceding. The value of the work executed for different departments was Rs. 2,52,254-3-6. The Commissioner in Sind has also a printing press, which is now the Central Press for that province. The receipts of the year were considerably above those of the previous year. The photozincographic office at Poona also worked successfully, the cost being given as Rs. 28,441 and the value of the work done Rs. 29,062.

PART II.

CHAPTER I.

POLITICAL.

CHANGES IN THE ADMINISTRATION.

The Honourable H. P. St. G. Tucker, Third Member of Council at this Presidency, proceeded to Europe on medical certificate on the 12th of May 1873. On the same day the Honourable James Gibbs, who had been appointed by Her Majesty Provisional Member of Council, assumed charge of the office of Fourth Member of Council. The Honourable Mr. Tucker returned to duty on the 8th November 1873, and continued in office during the remainder of the year under review.

The temporary vacancy in the High Court caused by the transfer of the Honourable Mr. Gibbs to a seat in Council was filled by Nanabhai Haridas, Esq., LL.B., and the same gentleman was on the 24th November 1873 again appointed to act as a Judge of H. M.'s High Court during the absence of the Honourable Mr. Gibbs on leave or until further orders. He remained in office during the rest of the year.

In the administration of some tributary Native States changes took place which may be indicated here, although a fuller description of them and of the causes which led to them will fall more properly under the following section. The most important, perhaps, of such changes was the appointment of a Joint Administrator in the State of Sāngli. The interference of Government was necessitated by the unsatisfactory relations subsisting between the Chief and his sepoys, and was solicited by the Chief himself. In the jāglir of Jat also the more direct control of Government was found necessary. The civil and criminal jurisdiction had been assumed in 1872-73 owing to maladministration,

and during the year under review the revenue administration was found to be so badly conducted that Government were forced to assume the whole management. The final recognition of the territory of Nárúkot, in the Panch Mahals, as a Native State, the chief executive officer of that district having been constituted Political Agent, is likewise worthy of mention. The administration of the Bhor State was conducted during the year, as it has been for the last three years, by two karbháris; but since the close of the year the Chief has attained his majority, and been admitted into the management of his hereditary territories. The establishment of the Rájasthánik Court in the province of Káthiáwár for the decision of disputes between the Chiefs and their Bhayád (kinsmen) respecting hereditary landed estates was an important step towards a more independent and equitable decision of this class of cases, and consequently towards the maintenance of the peace of the province. Some subordinate Bhayáds and Mulgirassias have appealed to Her Majesty's Secretary of State since the close of the year, and protested against certain of the rules. In particular the right of the Bhayád as well as of the Chiefs to nominate assessors has been contended for, and the constitution of the Court in regard to the selection of assessors is admittedly defective; but weary and prolonged efforts have been necessary to induce the Chiefs to consent to the establishment of the Court, which it was in their power to refuse; and as any requisition on the Chiefs to permit the Bhayáds to select a portion of the assessors might lead to their withdrawal from the entire scheme, His Excellency in Council has urged that the experiment should have a fair trial, and that an attempt to alter the constitution of the Court should not be made until its working has been shown to be faulty, and its continuance on its present footing to be mischievous.

Questions of policy and system described in this section.

The remainder of this section is devoted to a retrospect of the more important questions of policy and system which have engaged the attention of Government during the year under review. It may perhaps be doubted whether some of these questions relate to changes in the administration

in the strict sense of the term. But whether the discussion of them resulted in change or otherwise, they engaged no small amount of attention during the year. It is obviously desirable, therefore, that they should be referred to in a report of this nature, and as the number of sections prescribed by the Government of India is limited, there is none in which such subjects can be so appropriately referred to as the present.

The first in importance is the depressed condition of the agricultural classes, which has been for some time past a matter of constant and anxious consideration. The Collectors' reports lately received show the poverty and distress to be deeper and more widespread than had been anticipated, and they are corroborated by the difficulty which has been experienced in realizing the land revenue in districts where hitherto it has generally been promptly paid. Not only are the wilder tribes of Bhils, Kolis, and Thákurs, who form a large portion of the population of Kaira, Panch Maháls, and the Dang villages of Khándesh and Násik, and whose indolence and improvidence are beyond dispute, in a miserable state of poverty, but ryots who a few years ago were apparently prosperous are now entirely in the hands of money-lenders, and dependent on them for the bare necessities of life. There is naturally much difference in different districts, and in different parts of the same district. The general condition of the people in Dhárwár is said to be satisfactory, notwithstanding a season so unfavourable as at one time to raise apprehensions of famine, and to induce the undertaking of special Local Fund works for the purpose of relieving the labouring classes. Few of the ryots in that district are in debt, while many of them are men of capital who engage in trade besides attending to cultivation. In Kánara also the people are represented as prosperous; but the greater part of the land in that district is held by men of large means, who have gradually supplanted the original occupants, and who now hold large areas at an assessment which has not been generally changed since the beginning of the century, and without themselves taking any part in cultivation. Most of the actual cultivators are entirely in the

Condition of
the agricultu-
ral classes.

hands of these men ; and as a certain share of the produce, whatever be its money value, is left to them, their condition under the present circumstances is scarcely susceptible of either improvement or deterioration. In Belgaum the ryots have not so much capital as when high prices ruled during and after the American War, but there has been no distress. Elsewhere, while the people who engage in rude cultivation in Ghat districts, for the relief of some of whom Government are adopting special measures, are naturally worse off than holders of fertile soil, a considerable proportion of ryots of all classes appear to be in a hopeless state of indebtedness to the sowcars. In some places they are losing their lands nominally as well as really, but generally speaking they hold them at the mercy of their creditors. Not only the land, but bullocks and agricultural implements are often mortgaged, the rents are paid through the sowcar, and he carries off the whole produce, leaving to the cultivator a bare subsistence. Under such circumstances a ryot is little better than a serf, is worse off than a day-labourer. Instances have been brought to the notice of Government where people who were believed to be peaceable have been goaded to madness by the exasperating tyranny of their creditors, and murdered or brutally assaulted them. Such cases are happily not numerous, but complaints against the exactions of sowcars, and of the assistance afforded to them by the civil courts, are loud and frequent.

Condition of
Zemindárs in
Sind.

Sind is almost equally unhappily circumstanced with the Presidency proper. A series of unfavourable seasons and calamities has forced the zemindárs of many districts into the hands of money-lenders, who exact a very high rate of interest, and with the aid of the courts deprive them of their lands. Extravagance no doubt has assisted the fall of these Mahomedan gentry : still Government cannot but look with great solicitude on the ruins of the heads of society in a frontier country, conquered but 31 years ago, who have hitherto been conspicuous for their loyalty and good behaviour. The great Sind jághirdárs are also, with but a few

exceptions, deeply encumbered with debt. Enquiries on this subject have been in progress for some time, and it is hoped that before very long proposals for their relief will be submitted to the Supreme Government.

It has not yet been ascertained to what proportion of the ryots of different districts the above remarks are applicable, but the reports of Collectors and Assistant Collectors tend to show that a condition of indebtedness is rather the rule than the exception. Nor is there reason to suppose this condition of indebtedness is confined to the cultivating classes only, and that it does not extend to the artizan and labouring population as well. It is not improbable, however, that the striking contrast between the condition of the agricultural classes as it is now and as it was a few years ago has attracted the attention of many district officers principally to the dark side of the picture. Indeed, one of them points out that the present state of things, bad as it appears, is very different from what is described by trustworthy writers as existing 60 years ago; and another is of opinion that it is not worse than that which was experienced before the American War. It is hoped that most of the ryots still have it in their power to free themselves from the trammels of the money-lender.

However that may be, the unhappy state of affairs which has been described is one which Government cannot overlook, and it is in contemplation to make a full and careful enquiry into the causes of the poverty reported to prevail. Until such enquiry has been made it would be premature to attempt to account completely for this alleged widespread state of pauperism; but it is not difficult to indicate some causes which have had their influence, and it is easier to show that some which have been popularly assigned will not account for the phenomenon.

Speculations on the indebtedness of the ryots have been rife in the public prints and in publications by certain societies which have been formed with the object of advancing the

Extent of
indebtedness.

Enquiry into
the causes of
the distress
contemplated.

Pressure of
taxation not
the cause.

general prosperity of the people. As might have been expected, the reason generally assigned by them for the depression in the condition of the agricultural classes is the pressure of taxation, and in particular the revision of the land assessment which has lately been carried out in some districts. Grounds for believing that the Government demand is generally moderate will hereafter be given; meanwhile it may be pointed out that the popular theory loses sight of two facts which entirely upset it as an explanation of the general indebtedness of the agricultural classes. The first is that, so far as can be ascertained, very many of the debts for which the ryots are now being so severely pressed were contracted in the times of their greatest prosperity. The idea that the agricultural classes spend much on marriages and feasts is often ridiculed by the vernacular papers, but that they somehow spent all the profits they got when prices were high and when there was no complaint about the assessment, and got into debt besides, is proved by their being pressed by their creditors in the first years of lower prices. They can hardly now get further into debt, if they would, as the money-lenders are naturally chary of advancing money to men whose property in whole or part has been given as security for debts previously contracted. The other fact, which is equally fatal to the theory above mentioned, is that the distress and indebtedness are not confined to the districts in which the assessment has been recently revised. In Ahmadnagar the rates have been in force for 25 years and are admittedly very light, yet 75 per cent. of the ryots of that district are said to be overwhelmed with debt, to reap their crops under the eye of the sowcars, who on the other hand are growing in numbers and wealth. Intelligent Natives agree that it is not the Government demand which is burdensome in this district, and the saying of a pensioned Deputy Collector of much experience is reported to the effect that if Government gave away all the lands rent-free, the ryots would be no better off. The Collector of Broach mentions a village where the inhabitants are in debt to the extent of two lakhs, and themselves

admit the assessment to be moderate enough. Instances might be multiplied of districts in which the assessment is demonstrably not too high, although the ryots, or many of them, are entirely in the power of the money-lenders.

Without, therefore, asserting that the assessment or revision of assessment has had in no case any influence in the depression of the condition of the rural population, it may safely be said that it is not the sole or even a principal cause of their poverty. His Excellency in Council at the same time recognizes in the decline of their prosperity a reason for moderation in assessments now to be imposed, and has within the last two years repeatedly urged upon officers engaged in the re-settlement his desire that the rents should in all cases be fixed at a very reasonable rate, and that the occupiers of land should reap their full share of the increase in the value of agricultural produce which has on the whole taken place since the original assessments were fixed, though prices are now low as compared with those of a few years ago. It has been urged with truth that where the ryot is entirely in the hands of the sowcar, no reduction of rent can benefit the former. But it is hoped and believed that in many, if not most, cases he is not so hopelessly involved that he cannot be extricated, and if this result can be attained by a sacrifice of part of even what the State might claim as its due it will be a matter of congratulation. A further reason, or rather the same reason in a different aspect, for such moderation consists in the general fall of prices which has lately become so marked. It will hereafter be shown that the fall is not due to better harvests, as it is general, and is, therefore, not a sign of increasing prosperity, but is largely, if not principally, attributable to a contraction in the circulation or change in the measure of value. Such a change is not an evil in itself, but it makes money assessments really higher than they were before the fall of prices, and debts payable in money, which has risen in value, amount to more than was borrowed when money was more plentiful and a certain quantity, therefore, represented fewer of the

Moderation in
assessment
inculcated.

necessaries and comforts of life. It will be shown that in the revisions of assessment which have been carried out the abnormal prices which the American War gave rise to have not been taken into account, but prices have fallen even below what they were before the American War, and the effect which the lower value of produce has on the position of indebted ryots is a reason for claiming from them no more than is consistent with equity and the liabilities of other classes of the population. Government have been induced by these considerations, and particularly by the consideration that it is not probable that the high prices which ruled during the last decade will be maintained, to put a certain limit on the increases henceforth to be imposed in revising past settlements, and to modify past revisions so as to bring them into accord with the limited increases that will be obtained by future revisions. The precise instructions which have been laid down for the guidance of survey officers in the re-settlement of districts will be more particularly referred to hereafter.

Influence of the habit of improvidence.

It would be an injustice to the peasantry of this Presidency to describe them as wanting in habits of thrift and frugality. In ascribing, therefore, to improvidence one of the causes of their indebtedness it must be distinctly understood that it is not meant to imply that they are as a class extravagant or self-indulgent. What is meant is that in common with their countrymen employed in domestic service and in handicrafts they are victims to the exactions of society and caste. This is shown by the readiness with which they will, in order to obtain the funds requisite to meet the cost of weddings, funerals, and other ceremonies, incur the most crushing liabilities, regardless of future consequences.

Effect of the fall in prices.

It is evident that the remarkable fall in prices which has lately taken place has also done much to hasten the decline in the condition of the agricultural classes in the Presidency proper; but that the fall of prices taken by itself is not a sufficient explanation seems to be proved by the indebtedness of zemindars in certain districts in Sind, where of late prices appear to have risen. It has been pointed out above in what mode

it has acted. Though only a change in the measure of value, its effect has been to raise considerably not only the real assessment due to Government but also the amount payable to creditors. It is not in the power of Government, however, to regulate prices; and the only means by which the effects on the ryots' condition of such a fall can be even partially obviated, is by such moderation in the assessments, consistent with the welfare of the people at large, as has been inculcated.

Perhaps, however, what has had more influence than any other circumstance in producing the distress so deeply complained of, is the grasping nature of the money-lender in conjunction with the ignorance and improvidence of the ryot and the assistance given to the former by the civil courts. It appears that almost every ryot, whatever be his circumstances, has dealings with the sowcar, who, if not a creditor, supplies ready money to pay the assessment and the other requirements of the ryot, while the whole of the crop, except what is sufficient for the maintenance of the ryot and family, is deposited with the sowcar. It is hardly to be wondered at that a balance soon begins to be shown against the ignorant cultivator, that enormous rates of interest are then charged, that bonds, often fictitious, are signed and renewed, until the sowcar has it in his power with the help of the civil courts at any time to ruin the ryot. There can be no freedom in money dealings under such circumstances, for a ryot before he changes his banker must pay off what is shown against him. So long as good crops and high prices prevail, the cultivator is not much pressed; but when it is otherwise, he is dragged before the civil court and deprived of all he has. Not only is the crop often seized before the assessment is paid, but cases have come to the notice of Government of bullocks and other means of cultivation being carried off.

One hopeful sign is that in some places the people themselves are beginning to complain of the use of unexecuted decrees *in terrorem*, of frauds in attachment and sale, and the liability of land for debt. It is the almost

unanimous opinion of district officers that the manner in which the rapacity of the sowcar is aided by the civil courts is an evil which Government ought to attempt to remedy, and other means have been suggested by which the ryot may be assisted in his unequal contest. The question is, however, beset with difficulties. It is capable of proof that so long as people are ready to borrow at usurious rates, and can find others to lend, a law which attempts to limit the rate of interest must fail, and is likely to be harmful, as the weaker party will have to pay for the risk of breaking the law. On the other hand, it does not seem necessary or desirable that courts should be bound to enforce usurious contracts, nor equitable that they should issue decrees on the mere admission of the execution of a bond, which may notwithstanding be virtually fictitious or fraudulent. It is true that in a country where nearly every person is presumably capable of attending to his own interest, lasting injury may be caused by anything which tends to fetter free trade in money, but it has been shown that the ryot is not capable of attending to his own interest in his dealings with the sowcar, and in such dealings free-trade in money is unknown. Government, however, have resolved, before taking any action in the matter, to collect authentic facts from representative districts, and it will then be enquired whether the law relating to interest should not be altered; whether the courts should not be bound by equitable considerations, and prevented from passing decrees on the mere admission of the execution of a bond; whether the law of compulsory registration should not be extended; whether the value of a bond should not be paid before the registering officer; and whether the system under which the execution of decrees takes place should not be reformed.

Probable effect of the extension of manufactures.

Before leaving this subject, the length of the discussion on which is excused by its importance, one drawback to the prosperity of the rural districts which is of a more constant kind than those last noticed may be referred to. The great division of labour between town and country has hitherto advanced only a short way in the greater part of the Pre-

sidency, and the country has wanted the influence of manufactures and commerce which Adam Smith showed to contribute so much to improvement. The appearance of the ordinary ryot is itself a proof of the fawness of his wants, and how little manufactures and commerce in any extensive sense of the terms are required to satisfy them. While the agricultural classes in outlying districts create little demand for the produce of foreign countries or manufactures, the market for their produce in turn is limited ; they have little inducement to raise much more than is necessary for their own immediate wants, and any reverse of fortune finds them without the means of effectually meeting it. In some places it is otherwise, but these are either districts which have railway or other good communications, or districts such as Dhárwár and Belgaum, where for particular reasons the effects of a foreign demand have penetrated. The agricultural population, for which there is no available outlet, is increasing and is now apparently in some districts up to the full limit which can be maintained by the best land which yields without much forcing, but an external demand is the only effectual stimulus to improved methods of cultivation. These considerations show the immense importance to the country of the spinning and weaving mills which are gradually growing up in several districts, and of which there is every prospect of an increase. They will be more fully referred to hereafter. It is not expected that their effect on the whole country will be other than gradual. They cannot well exist in or much benefit districts without railway or water communication, and must, therefore, go hand in hand with an improvement of the means of transit, or, as it is termed, the opening up of the country. Besides, people who have never dreamed of earning a subsistence otherwise than by agriculture will not take readily to other pursuits, nor are the creation of higher wants and the desire for increased comforts the work of a day. But the extension of manufactures and the improvement of the means of transit have a reciprocal effect on each other, and habits will give way before the increase of knowledge.

Rules under
the Land
Improvement
Act.

The publication during the year under review of amended rules for giving effect to the provisions of the Land Improvement Act and the measures taken by district officers in accordance therewith were an evidence of the strong desire of Government to assist in the improvement of cultivation and of the condition of the people. The results will be detailed hereafter. It may, however, be remarked here that, though they are considerable in some districts, they are on the whole disappointing. There is evidently a general reluctance to borrow from Government, and it is perhaps scarcely to be wondered at that people who have been in the habit all their lives of borrowing from the sowcar should be slow to recognize the advantage of borrowing under better conditions. Some officers are also of opinion that the formidable nature of the documents to be executed and the strictness of the rules with regard to the execution of the works have a deterrent effect. Government are enquiring whether simpler rules can with safety be adopted.

Change in the
dates of land
revenue instalments
and in the rules
for realizing
them.

The relations of the ryots to the money-lenders have also given rise to some important changes in the rules respecting the measures for realizing the land revenue. It has hitherto been the practice, if an instalment of land revenue was not paid within ten days from the date of its falling due, to issue a notice, for which a uniform fee of Re. 1 was fixed. If the instalment together with the notice fee was not paid within twenty days from the date on which the notice was issued, interest at the rate of $\frac{1}{2}$ pie per diem was charged. If the whole was not paid within sixty days from the date of the instalment falling due, distraint was resorted to. The object of levying interest as well as the notice fee was simply to induce a prompter payment of the revenue due; but, although the fullest discretion was given to district officers to remit the fee and interest in case the delay arose from poverty or other good cause, the intention of Government was misunderstood. Further, the same instalments were fixed for districts differently circumstanced, though in some the ordinary crops are reaped much earlier than in others. It is evidently desirable that the instalments should be fixed at such dates as will

give the ryots in any village time to realize the money value of their crops, and that they should not be deferred much beyond that time. If they were fixed at dates before which the produce could be brought to market, the ryots would often be forced to borrow money, probably at enormous rates of interest, to pay the assessment. If they were fixed too late, ample opportunity would be given to the sowcars, as experience has shown, to carry off almost all the crop and leave nothing to meet the Government demand. It has also been observed that every postponement in realizing the revenue tends to throw the ryot into the hands of the money-lender. After calling for the opinions of the most experienced revenue officers in the Presidency, and a full discussion of the several questions, Government have decided on the adoption of rules to the following effect, which, it is believed, will not only ensure a more satisfactory realization of the Government dues, but tend to the advantage of the ryots themselves. The dates of instalments in kharif or early-crop villages in the Ghat districts and others specially recommended by the Revenue Commissioner will be the 10th December and 10th January; in similar villages in Gujarát and others not requiring special early provision the 10th January and 10th March; in rabi or late-crop villages the 10th February and 10th April. The dates for the Konkan will remain as heretofore. The villages are to be classified for this purpose by the Collectors with the sanction of the Revenue Commissioners. Where the total assessment is not above Rs. 4, it is payable at the first instalment. Henceforth no interest will be charged. If an instalment is not paid within five days of the date of its becoming due, a notice is to be issued by the mamlatdár to the defaulter, for which a fee of 4 annas will be levied if the sum due is not above Rs. 4, and of 8 annas if it is above that amount. If the instalment is not paid within ten days from the date of the issue of the notice, distraint will be resorted to. Before distraint is stayed the defaulter is liable to a fine of one-fourth of the instalment due, which, however, may be remitted in whole or part by the Collector or Assistant Collector. Moveable property

exclusive of agricultural implements and stock is to be first sold, and no right of occupancy is to be sold except with the sanction of the Collector or Assistant Collector. Village officers are to consider it part of their duty to report to the mamlatdár the names of ryots who, they believe, will not pay the instalments due, in order that the precautionary measures authorized by law, particularly by Section 11 of Regulation XVII of 1827, may be adopted, and the Collector may adopt such measures *proprio motu*. In case distraint or precautionary measures with respect to the removal of the crop be resorted to, steps will be taken to recover the whole revenue due, and the full revenue may be paid at once by any cultivator who desires to do so. It may be added that, under the system hitherto in force, village officers have been in the habit of considering their duty done when they had served notices; but repeated orders have lately been given that their responsibility does not cease until the revenue has been realized or all the steps taken which are authorized by law for that purpose.

Regulations relating to the collection of land revenue in Kánara.

The question of the re-assessment of lands in Kánara is still under litigation, and cannot be appropriately discussed here. But some important regulations respecting the collection of land revenue in that district have lately been laid down, which may here be mentioned. They are as follows :—

“1st.—In the villages below the Ghats, in respect of the season following the introduction of a new settlement, the occupant of a holding in any village shall, before the 1st October of that year, deliver to the authorities of the village a list of the waste numbers in his holding in such village, and the Collector shall, on receiving a certificate from the mamlatdár of the correctness of such list, order a remission of 14 annas in the rupee of the assessment on such numbers for that year; and in each of the four following years the occupant shall, before the 1st October, give a like list of the numbers which he proposes to leave waste in that year, and shall thereupon be entitled to receive a remission of 14

annas in the rupee of the assessment on the numbers left uncultivated.

"*2nd.*—At the expiration of five years the full assessment shall be payable for all the numbers in the holding, whether cultivated or not. Any number which may be brought into cultivation at any time during the five years will thereafter be liable to payment of the full assessment.

"*3rd.*—The above concession shall apply only to holdings in the same village liable to an assessment amounting to or exceeding Rs. 25.

"*4th.*—On the introduction of the survey settlement in any village of Kánara, after making the adjustment with regard to waste lands ordered above, in all cases in which the new assessment on the cultivated numbers of a holding in the village shall amount to or exceed Rs. 25, and shall likewise exceed the amount previously paid for such holding by 30 per cent., there shall be levied in the first year 50 per cent., in the second year 75 per cent., and in the third and following years the whole of such increase.

"*5th.*—The concessions granted by the two preceding rules will apply only to whole holdings as recorded in the settlement papers. If any part of a holding be resigned or transferred during the period for which remission is granted, such part will at once become liable to the full assessment. In the case of a transfer by succession, the remission will hold good.

"*6th.*—In cases where perpetual leases have been granted by superior holders to tenants, the Collector shall, on production and verification of the same, proceed to realize the amount due to Government from both parties in conformity with the law and with these regulations, and in such relative proportions as he may consider equitable, and shall report the results of his proceedings from time to time.

"*7th.*—The one-anna cess will be levied on the full assessment of every number, whether cultivated or not.

"8th.—In the event of any person to whom remission may have been granted under the 1st and 4th of these Rules failing to pay the balance within one month of the receipt by such person of notice of the remission having been granted, the Collector may proceed to collect the full assessment on such portions of it as may appear proper."

These liberal concessions have been made in consideration of the length of time during which the assessment in Kánara has remained unchanged, and with the view of mitigating the unpleasant consequences to the people of suddenly raising the Government demand. The regulations apply to the collection of any sums due on account of the assessment for 1873-74, or which may become due on account of any subsequent assessment, and the Collector has been requested to report how far it may be practicable to extend them to the case of arrears on account of years preceding 1873-74.

Applicability
of the Bombay
Revenue Sur-
vey Act to
Ratnágiri.

In the application of the Bombay Survey Act to the Ratnágiri Collectorate some difficulties occurred which have long engaged the anxious attention of Government. Generally speaking in the Bombay Presidency Government have to deal with the actual cultivators, but in the district above mentioned the villages are commonly held by a class of people called *Khots*, some of whom appear to be hereditary, while others are not. What the exact position of these *Khots* is, is a disputed point; but whether they were originally hereditary proprietors, or officers appointed to collect the revenue, or merely farmers of it, there can be little doubt that they are now by prescription or by absolute right in the position of superior holders with proprietary rights more or less limited. Certain sections of Bombay Act I. of 1865 were framed with the object of applying the Bombay Survey Settlement to *Khoti* villages, and fixing the demands of the *Khots* upon their tenants, but these provisions have been found inadequate and unsuitable. The matter is complicated by the existence of different kinds of tenants, who in any attempt to settle the relations between superior holders

and tenants must be differently treated. Those called *Dharekaris* appear to have all the rights of *Mirasdárs* in the Deccan, and simply pay through the Khot the Government assessment. But there are in addition to them permanent tenants and tenants-at-will who differ from *Dharekaris* and each other. Tenants-at-will must be left to make their own arrangements with the Khots; but the position of permanent tenants presents a difficulty, and a question arises at the outset as to who are to be included in the term.

A bill has been drafted with the view of defining the rights of the different classes of persons interested in the land in *Ratnágiri*, and the opinions of officers acquainted with the district have been given thereon. These opinions are naturally very various, but much information on the subject has been procured thereby. On a careful consideration of the whole, His Excellency in Council has determined, before taking any further action in the matter, to endeavour to ascertain by actual experiment in the field the mode of settlement best adapted to the tenure, and best calculated to meet the views and wishes of the several parties concerned. The officers appointed in the Commission are all thoroughly conversant with the difficulties of the question, and Government have not thought it necessary to lay down precise instructions for their guidance, but the chief points to be attended to have been enumerated as follows:—

Present position of the question.

“The first point will be to eliminate the land held by *Dharekaris*, *Daspatkaris*, *Pauchpatkaris*, and others holding on similar tenures, and to demarcate and assess their holdings both in rice and warkas. If the precise land in warkas cannot be identified, it will be necessary to ascertain whether both parties agree to a certain portion sufficient to allow of fallows being marked off. In determining the land to which parties holding on these tenures are entitled, actual possession is to be taken as the criterion.

“The next and most difficult point will be to deal with the tenants other than those who hold lands on the recognized

tenures referred to in the preceding paragraph. It will much simplify matters to declare, in the first place, that Government are prepared to abandon the right to interfere as to the precise amount of assessment these tenants are to pay. It is their great desire to afford them protection against eviction and arbitrary enhancement, and with this view to ensure once for all that the amount of their customary rent shall be recorded and the precise area of land, both in rice and warkas, they are entitled to hold defined. These points having been determined, the tenants will be continued in possession so long as they pay the recorded rent.

“It will be for the Commission to endeavour to determine the several classes of cultivators to whom these privileges should be conceded, and also whether the privileges should be transferable otherwise than by inheritance, and if so transferable, to what particular classes this right of transfer should be allowed.

“There are so many and obvious objections to minute enquiries into tenant right that Government hope the Commission will see their way to extending the privileges of a record of customary rent and of a defined area as widely as possible. To what extent these privileges should be transferable is a matter of comparatively minor importance. It is not proposed that the above privileges should be extended to men who are clearly Bhadekaris or other tenants-at-will. Some general rule, such as the fact of a man's father having cultivated before him, might be applied.

“In point of practice the great difficulty will be in defining the particular warkas land which the cultivators should hold. Where the particular plot which they have been in the habit of cultivating during past years cannot be identified, an area sufficiently large to allow for fallows must be demarcated. Where a man holds rice, it will be necessary to allot him a portion of warkas sufficiently large to enable him to carry on his rice cultivation.

“The general scope of the proposed settlement will be to avoid all interference with the assessment of lands held by tenants other than Dharekaris and those possessed of recognized specific rights, and to afford protection to the great majority of other cultivators to the extent of recording their customary rent and the area they are entitled to cultivate so long as they pay that rent.

“It will also be necessary to set apart a sufficient quantity of ground for the grazing requirements of the village.

“In every other respect the Khot will be entitled to the uninterrupted enjoyment of the revenues of the village subject to the payment of the Government jumma, which will be fixed in as liberal a manner as possible consistent with the just demands of the State. He will be entitled, as heretofore, to let out and dispose of all lands other than those in possession of the above tenants in any way he pleases, to treat lands that may lapse or be thrown up in the same way, and to raise the status of any subordinate tenant he chooses by conferring on him a Dhara or other description of tenure.

“It is further proposed to allow the Khot a percentage share in the revenue, to cover the cost of furnishing statistical returns and generally conducting the administration of the village in behalf of Government. But he will not be reckoned a Government servant.”

On the 17th August 1872 the Government of India requested to be furnished with statements of the estimated amount and incidence in 1873-74 of all provincial, local, and municipal taxation, with reports from the local officers, and opinion of this Government, whether any and what taxes create a feeling of discontent in the country, or amongst any particular section of the people, and whether any changes are desirable in the method of raising any of the existing revenues. Careful inquiries were accordingly instituted, and the results are thus summarized, and proposals

Principles of
Taxation and
Expenditure.

for the future made, in a minute recorded by His Excellency the Governor on the 3rd November 1872 :—

“The following general conclusions may be drawn from the replies received from the Revenue Commissioners, the Collectors and their Assistants to the circular letter No. 3381, of the 24th August last :—

1st.—That the Income Tax, as at present arranged, may continue to be levied without fear of its exciting any general discontent.

2nd.—That the Non-Agricultural Cess is universally condemned and detested—and that there is a bare possibility of its being amended to any appreciable extent.

3rd.—That the people generally have a great aversion to direct taxation, and are much annoyed by change of system, even with a view to improvement.

4th.—That, with comparatively few exceptions, they are entirely unable to comprehend the distinction between Imperial and Provincial Taxes, and that many even class the Municipal and Local Rates under the general name of Taxes emanating from the Government.

5th.—That Tolls are unpopular, more particularly with those who pay the One-Anna Cess, and therefore consider themselves entitled to the use of the roads without further charge.

6th.—That in the expenditure of Local Funds sufficient attention has not been paid to the principle of localization, and that the payers of the rate have had reason in some cases to complain of their funds being concentrated on large distant objects, to the neglect of their own immediately local wants. Under these circumstances I consider—

1st.—That the Government of India should be requested to permit the abolition of the Non-Agricultural Cess, without requiring the substitution of any other Provincial Tax.

- 2nd.—That for the future no Provincial Tax should be imposed by the Local Government.
- 3rd.—That an assignment should be made from the General Revenue, sufficient to defray such charges as the Government of India may from time to time make over to the Local Government.
- 4th.—That every effort should be made to augment the receipts from the established sources of Revenue, which it is hoped will prove sufficient to meet all the charges of the Government. And that if further taxation should be found to be indispensable, it should, except for strictly local purposes, be of general application, and be imposed by the Government of India.
- 5th.—That this Government should take an early opportunity of examining the operations of the Local Committees, keeping carefully in view the principle of strict localization which it is so necessary to enforce."

In accordance with these views there has been no provincial taxation during the year under review. The only cess of this kind which had ever been in force in this Presidency was that leviable under Bombay Act II. of 1871, called the Non-Agricultural Tax. In a few of the largest towns, however, the principle was adopted of making the municipalities liable for the whole cost of the police, under the authority of Bombay Act I. of 1871, by which means a portion of the grant which had been made for police purposes was set free and made available to augment the provincial assignments, such places being exempted from the non-agricultural tax. Both of the Acts referred to were held in abeyance during the year. The action of Government in this respect has met with general satisfaction, and His Excellency in Council has expressed his intention of not reviving provincial taxation. On the other hand it has been found that the original allotment to Provincial Services is not adequate to meet the ever-increasing requirements of the country, and works of great utility will have to be indefinitely postponed, unless the

Provincial
Taxation.

assignment is supplemented in some way. A claim has been made by His Excellency in Council that a share of the annually increasing revenue derived from land, forests, opium and other sources should be devoted to the particular benefit of those from whom it is levied, but the question is still under the consideration of the Government of India, and it would, therefore, be inadvisable to discuss it here.

Withdrawal
of subsidy to
Bombay
Police.

Amongst the means that were adopted to increase the provincial revenue in 1871 was the withdrawal of the contribution of the Government amounting to one-fourth of the actual cost, or about Rs. 90,000 per annum, towards the maintenance of the police force of the town and island of Bombay. This course was adopted in consideration of the Presidency town having been exempted from the special taxation which was imposed elsewhere, and now that this special taxation has been abandoned, the Municipality have not unnaturally claimed the revival of the subsidy. The Government while admitting the force of the claim have expressed their inability to comply with it on the plea of want of means, and have further not been unmindful of the important distinction that exists between abolishing obnoxious taxes and renewing the payment of a subsidy—between in fact the staying of the hand to take and the staying of the hand to give.

Extension of
the Decentra-
lization
Schemes.

Except in the abolition of provincial taxation, there has not been much change during the year in that branch of the administration for which this Government is more directly responsible. On the whole, perhaps, the tendency has been to extend the decentralization policy. The charges on account of European vagrants, lock-ups and diet-money to prisoners, petty construction and repairs to salt-buildings, and other charges of a minor nature, have been transferred from Imperial to Provincial Services. In each case an additional assignment equivalent to the budget estimate for the year was made. One change, however, took place in the other direction. The allowances on account of junior Civilians placed under Collectors and of Civilians out of employ have

been made Imperial charges, the allotment which had been made to Provincial Services on that account being foregone.

In the expenditure of the general revenues as much economy Expenditure. has been exercised as was consistent with the general progress of the administration. The Government of India in a Resolution in the Financial Department No. 2997, dated 14th November 1873, invited the attention of Local Governments and chiefs of departments to the imperative necessity that was laid upon the Government and its officers by the failure of the autumn rice crops throughout a large part of Bengal to at once curtail all expenditure that could be reduced, postponed, or dispensed with, and each officer was desired to take immediate steps to stop any expenditure that could be prevented, and to re-consider and reduce all estimates of charges for 1874-75 to the utmost possible extent. These instructions were at once re-published in the *Bombay Government Gazette*, and appear to have been carefully attended to. At the same time this Government much doubt whether, looking to the frequent recurrence of local famines in India, it will be sound policy to curtail the usual and necessary expenditure of the whole country in order to provide relief. They are inclined to believe that instead of thus disturbing the ordinary and well-considered operations of the Government it will be desirable to provide special means of meeting these special demands when they arise.

The principle of localizing the expenditure from Local Local Funds. Funds has not been lost sight of. It is not insisted, however, that the expenditure should be localized too minutely, for that might be at the expense of economy. If a hard and fast rule were laid down that none of the receipts of a village should be expended outside the village, no important work could be carried out, except perhaps after an indefinite length of time, and at a greatly increased expense on the whole. The unit of expenditure which has been adopted is the taluka or mamlatdár's charge,

and works of considerable magnitude can thus be carried out from which almost all who contribute derive benefit. In exceptional cases Government permit part of the Local Fund revenue of one taluka to be amalgamated with the revenue of another for the purpose of carrying out a work of special importance and emergency, on condition that the amount contributed by the former taluka be made good by the latter in a subsequent year. These modifications of the principle of strict localization have been carried out during the year under review, and it is believed that they have generally resulted in as equitable an expenditure as is consistent with economy.

Municipal Administration of the City of Bombay.

During the past year a radical change was effected in the Municipal administration of the city of Bombay by the new Act (Bombay Act No. III. of 1872) coming into operation. The provisions of that Act were fully described in the Report for 1872-73, in tracing the course of legislation during that year, and the results of the new administration during that part of the year under review which preceded the publication of the report for the preceding year were also noticed. It only remains, therefore, to add that the Corporation and the Town Council are representative bodies in the truest sense of the word, and the intelligent and independent discussion by them of the matters with which they are respectively concerned is productive of the best results.

District Municipal Act.

The better arrangement of Municipal affairs in Mofussil towns and cities also has been provided for in an Act lately passed. The measure has not yet, however, been brought into operation; and as its principal provisions will be spoken of in the section on the course of legislature, it need not be further referred to here.

Conduct of Civil Suits against Government.

This is the most convenient place to notice the arrangements made during the year with reference to civil suits brought on account of acts done in the discharge of public functions. His Excellency in Council had for some time entertained apprehensions regarding the manner in which the law

business of the Government was being conducted, and called for returns of the suits pending against Government in the several districts. These returns revealed the fact that Government were in the persons of their officers called upon to defend a large number of cases, of the merits of which they were insufficiently informed. They might consequently, for aught that was known to the contrary, be committed to a line of action which was indefensible, not only on legal but on moral and political grounds. The measures thereupon taken have shown that these apprehensions were not unfounded. A judicial officer of experience was appointed to investigate each case, and the result has been that Government have already withdrawn from the defence of many cases. For the future it was laid down that all officers would be held responsible that due attention is paid to detailed instructions laid down for the guidance of officers of Government with reference to civil suits brought for acts in the discharge of their public functions. Similar rules had previously been drawn up and published, but the whole had not before come out as a Government order, though some of them were founded on Government orders. These rules provide that suits should be obviated as much as possible by immediate and careful attention, in the first instance, to the application for redress which is usually made before a suit is filed. If the conduct complained of is indefensible, redress is to be given; if justifiable, the application is to be rejected; if it is of a mixed or doubtful nature, and the officer cannot decide to which of the former classes it belongs an immediate reference is to be made to Government or a superior officer, when the doubt is respecting the real intention of Government or a superior authority, and a clear statement is to be submitted for the opinion of the Law Officers, when the doubt is respecting the legality of the act. Further, provision is made for all the facts of the case being communicated to Government as soon as practicable; and it is laid down that, if the suit is brought in consequence of Government orders, Government will either undertake the defence or make amends, but if the suit arises out of a misapplication of Government orders, the officer who mis-

applied them is personally liable. Other details as to procedure are given, but it is strictly enjoined that, although the rules will probably be found sufficient for all ordinary cases, they are not to be understood as in any way relieving officers from the duty of exercising due care and intelligence in meeting the exigencies of every suit or threatened suit in which they may be concerned; and when the steps proposed to be taken by any public officer are of doubtful legality, he will not, except under extraordinary circumstances, be held justified in proceeding until the doubt has been removed.

Administra-
tion Reports
of Collectors,
and Assistant
and Deputy
Collectors.

Turning from the actual administration of Government to the control exercised over the administration of its officers, an important change may be noticed in the manner of recording the results of the work done by those in charge of districts. In former years, Collectors and Assistant and Deputy Collectors had to submit a variety of reports on different subjects, but the year's results were not brought together in any one report, and there was no means of readily estimating the amount and nature of the work done by each. In the year 1871 it was ordered that the submission by Assistant and Deputy Collectors of Jammabandi and all other annual reports, except those required for a special Imperial purpose, was to be discontinued, and in lieu of them a general report in a prescribed form, comprising a succinct account of all the duties they had performed during the preceding twelve months, was directed to be submitted on the 5th July of each year. This was found to work so well, and the value and importance of the Assistants' reports became so increasingly apparent, that during the year under review the same system was extended to Collectors. The main object of the reports is to enable Government to judge of the administrative progress that is being made in each district, and the quality and capacity of the officers submitting them, but they have also been found of much use in ensuring the statistical and other information, which it is indispensable for Government to possess, being submitted methodically and punctually. Many of the succeeding sections of this report are compiled from information contained

in the Collectors' and Assistant and Deputy Collectors' reports lately submitted.

One of the evils prominently brought to light by the new system of reports above mentioned was the inconvenience to the public service occasioned by the frequent transfers of Assistant Collectors from one collectorate to another on promotion. The evil, however, is one for which it is not easy to find an effective remedy, and it is believed there are reasons why it should not prevail so extensively in the Bombay Presidency as in some other places in India. The Civil Service here has long been divided into two branches—the Revenue and the Judicial, and officers who elect to serve in one branch are not ordinarily transferred to the other. Promotion is thus carried on in two parallel lines, and transfers cannot be so frequent as if officers were moved from one branch into another for the sake of promotion. But notwithstanding this arrangement it was found that in some cases districts had passed into the charge of five and six different officers during the course of a year. The efficiency of the revenue administration of this Presidency depends so much on personal local knowledge that it is difficult to realize the bad effects of these constant changes. His Excellency in Council was, therefore, forced to consider the expediency of occasionally letting officers get their promotion to the higher grade of Assistants, without obliging them to be transferred to other districts. It appeared that the objection of having comparatively young Assistants in one district, instead of men of maturer experience, would be less than that which results from such frequent transfers. The Government of India were, therefore, moved to allow this Government to promote officers in the different grades of Assistants without transferring them to a new collectorate, whenever it appeared desirable to do so. Sanction was accorded to the proposal on the terms that, within the sanctioned establishment, this Government might distribute at its discretion the officers who are in the grades of First Assistant and Second Assistant Collectors. The new principle has not been long enough in force to enable a correct

Frequent
Transfers of
Assistant Col-
lectors.

estimate to be made of its effects, but there can be little doubt of its proving useful. It is not intended, however, to make it of general application, but only to resort to it on special occasions, when it is necessary on public grounds.

Proposed
revision of
Subordinate
Judicial Es-
tablishments.

The question of revising the ministerial establishments of the Civil and Sessions Courts is still under the consideration of the Government of India, but the proposals on the subject which were made by this Government during the past year may be mentioned without being discussed. The Judicial Department is the only one which has not lately undergone complete revision, and His Excellency in Council has recognized the necessity of accommodating the strength and pay of its establishments also to the expansion of business and the increase in the cost of living which has taken place within the last 15 years. In 1867 proposals respecting the pay of these establishments had been made along with others affecting the pay of officers presiding over courts, but while the latter were accepted and carried into effect, the former were returned for reconsideration. In the scheme now proposed, persons employed in the service of processes, which is provided for by the Court Fees Act, are not regarded as part of the establishments, though they are included in existing establishments. If the cost of service of processes be calculated and included, the increased cost involved in the proposals is Rs. 25,704. But this will be entirely covered by the income derived from judicial stamp duties and court fees, which is considerably above the full cost of the Civil Courts both present and proposed.

Proposed
abolition of
Dhárwár
Small Cause
Court and es-
tablishment
of 3 Subordi-
nate Judge's
Courts.

The scheme also provides for the abolition of the Small Cause Court at Dhárwár, the inutility of which for the conduct of business has been strongly represented to the High Court. From the saving effected by this arrangement it is proposed to establish three additional Subordinate Judge's Courts, one at Dhárwár in place of the abolished Small Cause Court, one at Surat where it is said to be much required, and one at Poona. The jurisdiction of the Small

Cause Court at the last place now extends to Wargam, and it is as at present constituted unequal to the amount of judicial work which arises within so large an area. It is necessary, therefore, either to provide a second Judge for the Small Cause Court, or to confine its jurisdiction to the town and neighbourhood of Poona and establish a Subordinate Judge's Court for other work, and the latter will be the less expensive arrangement of the two.

The question of entirely reorganizing the Subordinate Medical Department has for some time past engaged the attention of Government, and the decision of the Government of India on the system proposed is now awaited. At present subordinate medical officers, as indeed all medical officers, have no status in the Civil Department. They are primarily under the control of the Military Department, and as many as are necessary to meet the requirements of the Civil Department are drafted off for the purpose. This arrangement has been found to be attended with many inconveniences, and as early as 1871 the Government of India proposed to create two separate branches of the hospital assistant class—one for military duty but with so large a margin of strength as to permit some of its members to be employed on civil duty, the second for civil duty only with no margin of strength. The subject has been carefully considered in connection with the training and supply of subordinate medical officers, and the conclusion which His Excellency the Governor in Council has arrived at is that it would be better to have two distinct branches of the hospital assistant class :—1st, The Military Branch, to have its strength made up of the number of appointments *plus* 15 per cent. for absentees and emergencies and upon present rates of pay, viz. Rs. 60 for the 1st class, Rs. 40 for the 2nd class, and Rs. 25 for the 3rd class ; 2nd, The Civil Branch for civil duty only, to have its strength made up of the number of appointments *plus* 25 per cent. for absentees and emergencies, and on the rates of pay proposed by the Government of India, viz. Rs. 50 for the

Reorganiza-
tion of Subor-
dinate Medical
Department.

1st class, Rs. 35 for the 2nd class, and Rs. 20 for the 3rd. class. The reason which has induced this Government to suggest a modification of the proposal of the Government of India is that much trouble respecting pay, transfer, and re-transfer is involved in putting a military hospital assistant on civil duty; and while it would be a loss to the State to continue to him his own higher salary, he cannot be expected to be satisfied with that of a civil hospital assistant during his merely temporary employment in the Civil Department.

Reorganiza-
tion of Vac-
cination De-
partment and
proposed as-
sociation of it
with the Sani-
tary Depart-
ment.

During the year under review the Vaccination Department was reorganized. The saving effected by the reorganization of the department in 1871 was expended on its improvement. The circles were redistributed and equalized with reference to the facility of moving about afforded by railways and other improved communications in some parts of the Presidency. There are now nine circles with a Superintendent over each, 30 Assistant Superintendents, and a Superintendent General over all. The efficiency of the department has been much improved, but it is believed that some reduction might be effected in the number of superintending officers if their duties be confined to vaccination. His Excellency in Council is, however, disposed to adopt a suggestion of the Army Sanitary Commission to associate the Vaccination with the Sanitary Establishment for the purpose of discovering and using the means of improving the health of towns and villages throughout the Presidency. At present the Sanitary Commissioner is the only officer charged with this duty. But it is evident that the efforts of one man, however strenuous and unremitting, cannot make any impression on the vast area comprised in the limits of this Presidency, and no real progress can be effected without the aid of a qualified and sufficiently numerous staff of subordinates systematically apportioned to the several provinces. The objects to be attained are, first, the preparation of reliable statistics; secondly, the periodical inspection of towns with a view to the improvement of

their water-supply, drainage, conservancy, and ventilation; and, thirdly, the discovery of the cause, with a view to supplying a remedy, of any unusual mortality or sickness in any particular locality as evidenced by the statistical returns. The Vaccination Department with its Superintendent General, Superintendents of Circles, and Assistant Superintendents for each collectorate, seems to furnish a good means of attaining these important objects with little additional cost to the State.

Among matters of minor importance the location of several offices in the new Secretariat building will be more properly mentioned here than elsewhere. Accommodation has been found for the following offices :—

The Revenue, Financial, and General Departments of the Secretariat;

The Political, Judicial, Educational, and Legislative Departments;

The Marine, Military, and Ecclesiastical Departments;

The Separate Department;

The Oriental Translator to Government;

The Accountant General;

The Sanitary Commissioner;

The Collector of Salt Revenue;

The Collector of Bombay and Superintendent of Stamps and Stationery.

The meetings of the Legislative and Executive Council are likewise held in the new building, a special Darbár room having been provided for the purpose. The Secretariat Press is also located there, and rooms are available for use on special occasions. The convenience which results from the concentration of so many offices in one place is very considerable, and a saving to the extent of Rs. 30,600 per annum besides rates and taxes has been effected in house rent.

Occupation of
New Secretariat.

RELATIONS WITH TRIBUTARY STATES AND FRONTIER
AFFAIRS.

Introductory. In the report for 1872-73 it was stated that the superintendence of the Island of Zanzibar, of the tribes bordering upon Sind beyond the Indus, and on the shores of the Persian Gulf, had during the course of that year been transferred from this Government to the Government of India. The sphere of events which would come under this section was much narrowed by that arrangement. Moreover, the prominent facts in the history of the several States, the principles on which their administration is carried on, and matters of a general and statistical nature were given in the last report, and as it is deemed unnecessary to repeat anything which will be found therein, the following narrative is almost entirely confined to the working of the different Agencies during the year and to the general results of the year's administration. In a few cases advantage has been taken of somewhat fuller and more accurate information being furnished to make the account given last year more complete, but with these exceptions the events of the year alone are spoken of. There are few purely political events of any importance to record; but this, being a proof of a general state of peace and content, is not a matter for regret. The geographical arrangement which was adopted in the report of 1872-73 has been adhered to.

Kacch.

Season. During the year the rain-fall was partial, ranging from 5.11 inches at Bhuj to 24.12 at Mándavi. On the whole, however, the supply was over the average for Kacch, and scarcity of grass and water was only experienced in the Bhuj District.

Revenue. The revenue of the province continues to be almost entirely farmed. The estimated receipts of His Highness' and Bhayád's (kinsmen's) territory are given as Rs. 23,59,805, a falling off from the previous year's receipts of nearly Rs. 32,000, although the receipts of that year were

reported to be exceptionally low. The decrease is attributed to the season being unfavourable in some places, as stated above. The actual expenditure has not been reported, but the Political Agent fears it has increased in inverse proportion. The system of accounts and returns, however, has been much improved by the special revenue officer, Mr. Madhavlal Bápui.

No satti occurred during the year, but six murders and Crime. four dacoities are reported. This does not show much improvement on the previous year, and in regard to dacoity, the scene of which is invariably in or near the Ran, is a considerable increase on the year preceding. The bulk of dacoities is attributable to the Dedas or their example. It is noted with satisfaction that, since the capture of these outlaws and the organization of police in Wághar, no fresh cases have been reported. No trial into the cases of murder that occurred during the year under report was concluded, but 13 cases that occurred during previous years were decided. No return with regard to other offences has been furnished, but assurances are given of the universal freedom of Kacch from crime, except theft, and it is stated to have considerably decreased.

314 prisoners were in confinement in the province at the Jails. close of the last year, being an increase of 149 on the previous year. This increase is attributed chiefly to old cases of thefts being now disposed of. Reforms in the matter of prisoners and prison discipline are being by degrees introduced.

A well-organized and properly equipped police force has ^{Police.} since April 1873 been working in a creditable manner. In the estates of the Bhayáda, however, police arrangements are still defective; but a system has been lately proposed to, and approved by, Government, and appears to be suitable to the country, being founded on the ancient village system of Pasáítas, and it is hoped that it will soon be brought into force.

Extradition. During the past year His Highness obtained a general consent from the neighbouring districts that each State should bear the expenses incurred for prisoners whilst within their respective limits. A similar general consent, that the border district officers of each separate State should correspond direct in regard to attendance of witnesses, &c., was obtained. The latter arrangement will tend to expedite justice and benefit the labouring classes. His Highness the Ráo also wished to enter into a formal agreement with Government regarding extradition, but was informed that Government were not prepared for such a course. He was assured, however, that generally Government would not expect the surrender of a criminal without a *prima facie* case having been established, which also Government would expect to be done in case of a demand for the extradition of a Kacch subject from British India. But the most important event in connection with extradition, indeed the most satisfactory feature in the administration of the past year, was the action of His Highness the Ráo in apprehending and making over to the Murvi State the famous Deda outlaws, who had so long pursued their course of outrage with impunity.

Public Works. During the year under report a gross outlay of Rupees 3,86,351 was incurred in the Public Works Department, but was chiefly expended on the palace works and in petty and ordinary repairs. There was some expenditure, however, on irrigational and water schemes in the districts. At Mándavi a small traveller's bungalow was commenced. The light-house at that port, completed during the previous year, has received its lantern.

Revenue Survey. The Dudháí Parganna has been surveyed and will be mapped. His Highness apparently wishes a plan of his lands, rather than a survey for assessment.

Trade. There is little produce in the province, on which account the trade consists principally in imports. No trustworthy register of the trade of the year has been obtained, but it is reported to have recovered its accustomed condition. The

abolition of transit dues during the previous year has evidently proved beneficial. The port of Mándavi possesses no less than 244 Native craft, varying from 50 to 600 khandies' burden. These vessels cruise all along the coast of Hindustán, and are employed in trading with Zanzibar, Seycelles, Aden, Muscat, Mackulla and other ports. During the past year 23 vessels, from 50 to 600 khandies' burden, were built. The duties levied at this port furnish a large part of the general revenues of the province. It has been necessary, however, to bring prominently to the notice of His Highness the Ráo the oppressive and vexatious nature of taxes levied as customs and town duties, and he has been induced to consent to the reduction of some of them.

During the year there was an increase of 7 schools and Education. 107 scholars, or a total of 39 schools and 2,412 scholars, of which 1,981 are Hindus, 422 Mahomedans, and 9 Pársis. Of the increase, 1 boys' and 1 girls' school was in Darbár territory and 4 boys' and 1 girls' school in Bhayád's estates. Abstract disbursements from public and private sources for education show a falling off as compared with the previous year. This decrease is, however, solely in buildings—the cost of the Alfred High School and the school-house at Kaira having been included in last year's account. His Highness the Ráo has appointed the Deputy Educational Inspector tutor to the young prince and princess. Both are reported to have made very creditable progress in their English studies. During the year a Mahomedan school was founded at Bhuj, and the building was commenced from funds raised by Kacchi Mahomedans of Bombay, aided by His Highness the Ráo. Government have expressed much gratification at this circumstance, as they have lately taken particular interest in the spread of education among the Mahomedan community. With regard to education of a primary sort it appears from the Deputy Educational Inspector's report that there are now 53 indigenous schools in the province, in which are instructed 1,745 Hindu and 993 Mahomedan boys and girls.

Medical. The average daily attendance at the Bhuj and Mándavi dispensaries in Kacoh was as follows:—

Bhuj	160.
Mándavi	308.

This is a satisfactory evidence of the popularity of these institutions. It is reported, however, that the figures cannot be implicitly relied on. There is no Civil Surgeon in the province. There has been no epidemic during the past year; but fever was, as usual, very prevalent.

Vaccination. There has been an improvement in vaccination operations, which were 2,476 out of a population of 4,87,305 souls, or 5.8 per mille. The cost of each successful case was Rs. 1-0-3.

Census. The returns of the census taken in February 1872 have been completed. Compared with the census of 1852 there appears to be an increase of 77,783 in the population, or nearly 19 per cent.

Jurisdiction of Political Agent over certain Government servants. His Highness the Ráo has agreed, and it has been finally determined by Government, to invest the Political Agent with jurisdiction over certain classes of Government servants resident in the camp and the Agency at Bhuj.

Native Passengers Act. His Highness the Ráo was also induced to adopt the application of the spirit of the Native Passenger Ships Act to his territory. This action was acknowledged as commendable by His Excellency the Governor in Council and the Government of India.

Miscellaneous There has been no responsible Dewán at the head of the Kacoh State during the year under report. Many abuses and much confusion and arrears have resulted. The posthumous heir of the late Roha Chief died during the year, leaving the succession a somewhat open question. Pending its settlement the estate is administered by a responsible mehta, associated with the nearest relative. The death of Jádeja Mockáji, a third class estate-holder and a member of the Jádeja Court, also occurred during the year. He was succeeded by his son.

A considerable improvement is evident in the working of the Jádéja Court, but the arrears at the close of the year were little below those of the preceding year. The following table shows the results as compared with those of the previous year :—

	1873-74.			1872-73.		
	Civil.	Criminal.	Total.	Civil.	Criminal.	Total.
Balance on 31st March ...	1,241	405	1,646	802	327	1,129
New suits, and complaints received, &c. ...	1,249	557	1,806	797	446	1,243
	2,490	962	3,452	1,599	773	2,372
Of which since decided...	797	621	1,418	308	268	576
Cases rejected and postponed from absence of parties, &c....	316	82	397	60	100	150
Total...	1,112	703	1,815	358	368	726
Balance on 1st April...	1,378	259	1,637	1,241	405	1,646

A draft of rules for the Court's procedure, framed by His Highness the Ráo on the basis of the Indian Penal Code and Civil and Criminal Procedure Codes, was submitted to Government during the year, and is now under consideration.

There were 242 appeals to the Political Agent from decisions passed by the Court, being an increase of 94 appeals presented and 119 appeals decided. Six parties, dissatisfied with the decision of the Political Agent, appealed to Government, in all of which cases Government declined to interfere. The Agency took up and decided 326 cases of an international character,

States under the Political Superintendent of Páhlampur.

- The season.** The season on the whole was a fair one. An unusually favourable harvest was expected; but, owing to a deficiency of rain towards the close of the season, these hopes were not realized.
- Páhlampur.** The Dewán adopted codes of Civil and Criminal Justice based on British Indian Procedure, but the Political Superintendent does not report favourably on the results. Measures for liquidating the debt which has lately pressed heavily on this State were initiated. The expenditure on public works and works of utility during the year was Rs. 10,956-7-10. Amongst the works undertaken was the diversion of the bed of a tributary of the Banás, the encroachments of which threatened the destruction of the town of Disa. This work is being executed under the supervision of the Executive Engineer, Disa and Abu.
- Rádhanpur.** The State of Rádhanpur also adopted codes of Civil and Criminal Justice, and introduced the extradition rules already in force in most of the surrounding States. A marked improvement has taken place in the police arrangements of the State. The expenditure during the year on public works and works of utility was Rs. 13,837-14-9.
- Thurád.** The estate of Thurád is in debt to the extent of perhaps three years' income, and has generally been badly managed for some time past. Government have sanctioned the appointment for five years of a guaranteed khámdár, and a khálsa attachment has been imposed with the view of restoring its finances to a healthy state and introducing better management.
- Waráhi.** It was necessary during the past year to attach the Waráhi estate to recover arrears of Wattar and other Government dues. Most of the shareholders have consented to the establishment of a thána, which, it is hoped, will shortly be carried out.
- Kankrej.** During the year under report the consent of all the Talukdárs of Kankrej was obtained to the establishment of a thána, and a qualified Thándár has been appointed. The village police have also been reorganized.

In the small States of Wáó, Sántálpur, Charchat, Bháhur, Other States &c., nothing worthy of remark has taken place.

New rules for tracking have been introduced into the ^{Police.} States under this Political Superintendency. The system of attaching responsibility to the State within whose territories a robbery may occur has been adopted. A thorough re-organization of the village police system has also been initiated. During the year several noted dacoits, highway robbers, and outlaws, who had for some time infested these and the surrounding districts, were captured or killed. In this and other matters good service was done by the Gaikawár's Contingent.

To aid in the disposal of civil and criminal cases a 2nd ^{Civil and Criminal Jus-} Native Assistant was added to the establishment of the ^{tice.} Political Superintendent. But the most noticeable event in connection with this subject, and one of the principal measures of improved administration, was the introduction of properly qualified Thándárs with civil and magisterial jurisdiction. The details of the system have not, however, been reported, for which reason it is necessary to reserve any remarks respecting it for a future report.

Few boundaries have been settled during the year. ^{Two Boundaries.} Native surveyors who had lately been attached to the Political Superintendency were withdrawn, and the settlement of this important class of disputes was in consequence much impeded.

Little has hitherto been done in the matter of public ^{Public Works.} works, and considering the condition of the States little could be expected. But during the past year efforts were made to utilize the labour of the convicts in the jail and in this way a beginning has been made on a small scale.

12,552 persons were vaccinated against 11,959 in the ^{Vaccina-} previous year. ^{tion.}

Education made some progress, but there is still much ^{Education.} room for improvement. There were 20 schools in the dis-

tricts under this Superintendency against 15 in the previous year. The total number of boys and girls who attended them during the year was 973.

Máhi Kántha.

- Season.** The season was an average one. The price of grain fell, and this had to a certain extent an injurious effect on the revenues of the talukas in which the *Bhagbattai* or share system obtains.
- Boundaries.** At the end of the official year 1872-73 there were 53 unsettled boundary disputes. To these 98 new cases were added during the year under report, making a total of 151 cases for disposal. Of these 62 were settled, 5 rejected and 84 remaining unsettled at the end of the year.
- Civil Suits.** The number of civil suits decided was 1,586, and 1,049 remained to be disposed of. The returns show a decrease of 33 in the number left unsettled in the Máhi Kántha, whereas in those of Edar there is an increase of 26 as compared with the previous year.
- Crime.** From a comparison of the statements of crime for the year with those of the previous year there appears an increase of 277 in the number of offences, and of 13 in the number of convictions. The value of property stolen is also greater than during the previous year, but the increase is confined to the Edar State; in the rest of the Máhi Kántha there was a decrease. 1,367 cases were disposed of against 1,351 during the preceding year. In Edar 1,006 were disposed of, against 809 of the previous year, or more by 197.
- Infanticide.** The infanticide returns show that the proportion of deaths to births for the last four years among the male children under one year of age was 15·72 and among the females 25·7; and for the year under report the proportion has been—among the males 10·52 and among the females 29·41. The average of female deaths to births has, therefore, increased this year. There appears to be a tendency on the part of parents to neglect obtaining proper medicines for their child-

ren. Some fines have been imposed on this account, but the Political Agent is of opinion that greater severity will be necessary to check the evil.

The dispensaries at Sádra and Edar have been well attend-
ed. The number of patients treated at the former was 4,079 against 3,318 in the previous year, and at the latter 2,379 against 830. Dispensaries.

The vaccination return shows that 8,421 persons were vaccinated, being an increase over the preceding year of 1,497. Vaccination.

Three new schools were established in the Máhi Kánthia Education and placed under the superintendence of the Deputy Educational Inspector of the province. 17 sons of Chiefs attended the school at Sádra.

Considerable progress was made in public works. In particular the construction of a public library at Sádra may be noticed as a sign of the growth of intelligence. Ra. 4,277 were subscribed by Chiefs and others for the purpose, and as the building cost only Rs. 3,350, the balance will be devoted to the purchase of books and furniture. It may also be mentioned that sites were selected and materials collected for six new schools, and other public buildings were repaired. The improvement of roads has also been attended to. Public Works.

At the end of last official year there were 12 States and villages under attachment. To these must now be added the portion of the Gábnt estate under the jurisdiction of the Agency, which was placed under attachment during the year under report on account of the death of the Thákur on the 11th October last. A posthumous son and heir was born in January. Attached States.

The aggregate revenue of these talukas, with the exception of that of Gábnt, the accounts of which are still under investigation, amounted to Rs. 2,97,619-6-9. The accounts of the talukas of Pál and Punádrá are also

examined and supervised by the Political Agent, as both the Thákurs are minors, and the immediate management is in the hands of the Thákurani. An analysis of the financial position of the Edar State shows a slight increase in the revenue of Rs. 2,367-13-3, a decrease of the State debt from Rs. 98,289-4-3 to Rs. 77,294-4-8, and an increase in payments made on account of arrears for previous years, since attachment amounting to Rs. 20,319-15-0.

Revenue Survey.

Owing to the misfortune of insanity which recently befell Mr. Hall, the report on the Edar survey, which was under his supervision, has not been furnished. It has, however, been ascertained that the measurement has been completed in 27 villages and is in progress in 24, that 30 villages have been fully and 4 partially classified, and that the cost of the year's operations was Rs. 16,138-1-8. Government have fixed the rates of the assessment for Báyud and Rudodra Pattas, and directed that they should be settled for 10 years, so that the Mahárája of Edar should not be bound down to any arrangements now made for any lengthened period after his coming of age and assuming the jurisdiction over his State.

Sámláji and
Brimha Khair
Fairs.

The fairs at Sámláji and Brimha Khair were held in the months of November and February last. The business done at both is increasing, and the Sámláji Fair promises to become an important opium mart.

Sirohi and
Mowár
Frontier.

With the exception of the unwarrantable conduct of the Sirohi authorities in taking forcible possession of the hamlet of Bocha, on the northern frontier of the Edar State, the border has been in no way disturbed.

His Highness
the Gaikawár's
Tribute.

The balance of His Highness the Gaikawár's tribute left unpaid at the end of 1872-73 amounted to Rs. 20,262-12-9. The yearly tribute due, Rs. 1,29,483-5-6, being added, gives a total of Rs. 1,49,746-2-3, out of which Rs. 1,29,886-2-6 have been collected and remitted to Barod during the year under report, leaving a balance at the close of the year of Rs. 19,859-15-9.

The international Panchayat between Máhi Kántha and Sirohi and the Máhi Kántha and Kotra Panchayat were assembled for some time during the year under the superintendence of different officers. 101 cases in all were disposed of; in 3, appeals have been made to the Agent for the Governor General, Rájputána.

The Mewar and Danganpur and Máhi Kántha Panchayat.

Káthiáwár.

A full account of the administrative divisions of the province of Káthiáwár was given in the report of 1872-73. In the following narrative the most prominent events of the past year in connection with each State are first noticed, and afterwards the measures and institutions common to all.

Introductory.

First Class States.

The marriage of the heir apparent of Junagarh was concluded in May 1873, and during the cold season, accompanied by Shámat Khán, the young Chief of Bántwa, he travelled through Hindustán under charge of a special officer. The young prince is said to evince the greatest interest in all that concerns the administration of his father's dominions.

JUNAGARH.

Marriage and tour of Heir Apparent.

A tribe of Kolis, known as Maias (deriving their name, as is generally supposed, from the Máhi River in Gujarát, from which neighbourhood they are said to have originally come,) threatened to give some trouble in November last. Several hundreds of them, headed by their leader "Amra," suddenly without assignable cause left their homes and took to the Gir forest.

Threatened uprising of a tribe of Kolis.

As this community from its numbers and hardiness forms one of the dangerous classes of the province, it was considered advisable that some inquiry should be made into the causes which had brought about this affair, with a view to a final settlement of all disputes between the tribe and His Highness' Government. In a somewhat similar case Government had ruled that the tenure on which the Maias hold their lands was different from that of ordinary Pasúitas, and that as long

Inquiry into its origin.

as they did service they were not liable to be ejected from their holdings. The same principle was applied in the present case, the Assistant Political Agent dividing his inquiry into settling what the land and rights of these people were, and what the Darbár could claim in exchange for such enjoyment. The settlement of some disputed questions, however, is still pending, and they will be more properly referred to in a future report.

Police.

As regards police important reforms are shown. Upwards of 650 organized horse and foot were raised and equipped, and a system of village police with sanadi pátels in each village was introduced. The great extent of crime formerly prevailing, as shown by the proceedings of a Special Commission which was lately appointed to inquire into cases of dacoity and robbery, proves the necessity there was for police reformation, and this State is praised for the readiness with which it co-operated in furthering these measures.

Education and Public Works.

In education and public works improvements are noticed. A new high school has been started in the capital, and several minor schools in the districts. Acting under the advice of his ministers, His Highness has given up all intention for the present of carrying out the proposed railway between his capital and principal port of Veráwal. The advantages to the State, it is contended, will not be such as to compensate the heavy yearly outlay on account of interest (1½ lakhs).

NAVANAGAR.

Cause of want of progress shown.

The Political Agent bears testimony to the unflinching desire on the part of His Highness the Jám of Nanánagar to act up to and carry out the wishes of Government in all matters referring to his relations with it and the neighbouring States. But he is said to trust implicitly to his kárbhári, an official described as "antiquated, whose memories cling fondly to the past, and whose ideas are not suited to the present age," for which reason there is little progress in any branch of the administration.

Tour and character of the Prince.

The young prince made a tour through Hindustán, which, it is hoped, proved beneficial to him. He is said to be of an amiable disposition, with a fair amount of good sense.

A radical change has been effected in the entire system of ^{Police re-} police. The country is now divided into circles, each super-^{forma.} intended by an Assistant with a proportionate establishment, Ráo Báhádur Popat Velji being over all. To him the State owes the improvements carried out in this particular branch, and it was chiefly owing to his exertions that the Wághar gang under Nathu Mánek was traced up. For his services on this occasion Government bestowed on him the title of Ráo Báhádur as well as a dress of honour, with which he was invested at a public darbár held at the Agency for the purpose.

The administration of Drangadra continues to be favour-^{DRANGADRA.} ably noticed. In all branches there are wholesome signs of progress.

Second Class States.

The chief event to record in connection with the State of ^{WADWAN.} Wadwán is the intrigue set on foot to subvert the existing ^{Usurpation of} management. The Thákur, whose mental incapacity disquali-^{power by the} fies him from taking any active share in State affairs, was in-^{Thákur's} duced by his mother, the Bái Gohelma, to leave his palace and place himself under her guidance. She usurped all power ^{mother.} for the time, making use of the Thákur's signature for the purpose. After an interview with the Thákur the Political Agent succeeded in placing matters on their original footing, and the Bái was directed to abstain from interfering with State affairs.

The police arrangements are reported to be good, and in ^{Police and} the matter of public works great progress is visible. ^{Public} ^{Works.}

The heir apparent and his brother, the grandsons of the ^{The Heir Ap-} Chief, attend the Ráj Kumár College. The marriage of the ^{parent and his} former is to take place next year. A grandson of the Chief ^{brother.} has been adopted as heir to the Chief of Jhádra Pátan in Rájputána, and has joined his new relatives.

The available balance in the treasury at the end of Sam- ^{Balance in} vat year 1929 was Rs. 3,27,702-13-9. The expenditure was ^{Treasury.} 20,000 rupees less than the income.

DHROL. It is reported that all branches of the administration in the taluka of Dhrol are in a backward state, but a slight improvement is noticed in the police arrangements. A small body under an energetic officer, a native of Bengal, has been organized. No arms have as yet been issued and repeated attention has to be called to the insufficiency of the pay of the men. There would appear to be a dangerous element existing in the foreign mercenaries employed, and the Chief has been advised to reduce them.

PALITANA. The principal event of importance in the State of Palitana is the settlement of the question of the levy of *Sánthi Vero*, or plough-tax. All the Bhayád (kiasmen), with the exception of three, have given in agreements to allow the Chief to collect it.

Breach of the peace by three of the Bhayád (kinsmen). It was with a view of proving the inability of the Thákur to levy the tax without bloodshed, and to throw discredit on his administration, that these three Bhayád collected mercenaries and provoked a breach of the peace, in which one man on the side of the Thákur was killed and three wounded, and some ten on the part of the Bhayád were wounded. An investigation into this affray proved that the responsibility attached to the Bhayád. Government have authoritatively affirmed the right of the Chief, and refused a reconsideration of its decision.

Education of the Thákur's Sons. It is a matter of regret that the Thákur cannot be persuaded to send his sons to the college. Every argument has been used to induce him, but without avail. He by no means neglects the education of the boys, having a special tutor of good attainments for them; but it is to be feared they will lack that tone and manly bearing which is visible in all the boys who attend the college.

Education, Public Works, and Police. Education in the taluka shows no increase, and very little is spent on public works. In police arrangements there has been no alteration beyond the appointment of sanadi pátels in all villages save those of the Bhayád. A considerable decrease is shown both in civil and criminal business.

Third Class States.

The State of Porbandar still continues to be noticed unfavourably, especially in the matter of police. Owing to the lethargy displayed by the darbár officials in procuring news, the Porbandar patrols were in no one instance able to come up with the Wághar dacoits who infested the province from March to October last. Measures have now been taken which, it is hoped, will prove effective.

FORBANDAR.
Inefficiency
of Police.

The administration of Bábi Kámáluđin Khán, whose share of Bántwa is under the Assistant Political Agent in charge of the Sorath Pratt, is unfavourably reported on. One of the causes of this state of things is said to be the frequent changes by the Chief of his kárbhári.

BANTWA.
Administra-
tion un-
favourably
noticed.

The taluka of Wála has suffered a great loss in the death of its able Kárbhári, Azam Keshavlál Bhagwánlál, which occurred on the 7th November last. He is described as thoroughly upright, able, and conscientious. He restored the finances of the State to a sound condition, and was indefatigable in instituting reforms. The Thákor Megráji duly appreciated the services rendered to his State by handsomely providing for the family of the deceased kárbhári.

WALA.
Death and
character of
the Kárbhári.

The police arrangements in the taluka of Saela are reported to be bad. Robberies by armed horsemen occurred, and the police failed to follow up the robbers, who further found shelter within the limits of one of the villages of the taluka.

SAELA.

Fourth Class State.

The eldest son of the Chief of Láthi attended the college, but fell very ill just at the close of the last term. As he was very weak, and unfit to travel, his father was advised not to take him at once to his home, but could not be persuaded there was any danger. The boy expired three hours after reaching home.

LA'ATHI.
Death of the
Heir Appar-
ent.

Fifth Class States.

The State of Mállia still has difficulties with its turbulent Miána population, numbering over 2,000; their coercion is somewhat difficult, and as they are predatorily inclined, it

MA'LLIA.
Turbulence
of the Miána
population.

will take time and fair treatment before they can be brought to behave in a more orderly manner. The Thákur with the aid of his able adviser Azam Makanji Dhánji manages the State very creditably.

JETPUR BHALKA.
Police.

The report of the Special Commission referred to above, which was presided over by Captain Scott, shows that amongst the States whose subjects were concerned in dacoities and outrages in 1871-72, Jetpur comes out almost best. The Assistant Political Agent in charge reports very favourably on the new police arrangements, considerable trouble having been taken with the drill and dress of the men. Police pátels also have been established in the villages.

Taluka Court, Education and Public Works.

Improvement is noticed in the procedure of the taluka court and in education, and public works have engaged considerable attention.

Bái Kámribái's management.

Bái Kámribái's management of her taluka is spoken of as being ably conducted under Azam Anandlál, Kárbhári, and is in advance of those of the other shareholders.

KOTRA SÁNGÁNI.
Reforms and general improvement.

The reforms introduced into Kotra SÁNGÁNI have been productive of a considerable increase of population and spread of agriculture and trade, resulting in an improved revenue. The judicial branch is ably presided over by the Kárbhári, Azam Jiwanráam. The police have been reorganized and properly equipped, and sanadi police pátels placed in the villages. In public works great improvement is noticed. A jail, school-house, court-house, treasury building, and granary for the State grain have been built since the taluka came under the control of the Agency.

GADHKA.
Change in the management of the taluka.

This taluká owing to the minority of the Chief was formerly under one of the Thándárs with the usual establishment; but as the expenses bore too heavily on the revenues, a reduction was made. One kárkun was placed in charge of the revenue management, and the criminal and civil duties have been carried on by the Deputy Assistant Political Agent at Rájkot. The young Chief attends school.

States under Government management.

These are Bhaúnagar and Murvi under joint administration; Limri, Rájkot, Gondal and Bántwa, each under a separate officer styled Assistant Political Agent. In comparing the two systems Colonel Anderson remarks:—"It is worthy of notice that, even in States under the management of their own Chiefs, adaptation of the spirit of British law and procedure has become, under the surrounding influences, the fashion for some years past, and the only practical difference now seen between them and the States under our direct temporary management is that our adaptation is more regular and systematic; and, that while the decisions and proceedings of the former are final, those of the latter are subject to appeal to the Political Agent. In all other matters the spirit of the same law and procedure, with such modifications as may be found necessary to suit local circumstances, guides all measures of reform."

The subjoined statement shows the income and expenditure with the cash balance at the close of the year as compared with that at the beginning of our management:—

Two systems
of manage-
ment.

Income and
expenditure
of the year.

	Cash balance at the beginning of Government management.	Cash balance October 1873.	Revenue 1873.	Expenditure of 1873, latest year of Report.								Surplus.	
				Municipal and Local Funds.	Establishment including Survey.	Subscriptions to public objects.	Public Works in the State.	Tribute.	Darbar and maintenance.	Miscellaneous Debts, &c.	Total.		
				Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		Rs.
1. Bhauanagar	23,98,347	57,09,174	27,72,536	29,680	6,06,117	1,18,082	4,50,486	1,63,917	1,66,163	1,06,141	13,62,156	9,16,890	
					c1,57,251		d 53,556			e 10,813			
2. Gondal.. .. .	13,80,690	23,05,155	9,03,428	58,277	1,91,054	27,674	1,25,173	1,12,179	1,31,942	61,242	7,07,541	1,94,897	
3. Murri... .. .	7,59,873	13,86,739	6,64,290	8,380	1,79,392	23,581	1,17,473	59,471	1,59,030	51,047	6,07,374	57,016	
4. Limri	46,466	3,61,649	2,17,982	..	76,094	6,336	27,437	30,482	49,889	1,877	1,01,406	26,576	
5. Rajkot... .. .	1,33,000	67,069	1,50,655	..	32,377	4,926	22,387	21,321	49,800	9,357	1,40,068	9,987	
6. Bantwa ..	Sher Khan's Share	10,210	36,050	..	3,703	936	7,218	6,471	3,254	3,640	32,223	2,828
	Shamat Khan's Share..	27,109	2,03,472	a 1,16,972	370	6,215	944	2,413	8,471	35,438	13,131	65,082	60,754
			b 28,864										

a. Net. b. Special Nazarana. c. Modi Khans. d. Abadi or village improvements. e. Former dues.

The cash balance of Bhauánagar at the end of the Samvat BHAVA'NAGAR year was Rs. 52,09,174, of which Rs. 30,00,000 are invested in Government Securities. Cash balance.

The trade returns show a falling off of imports, except Trade. gold and silver; the export trade, however, has increased, especially in cotton and wool. 42,406 bales were exported against 22,257 in the preceding year. New rules have been promulgated for the management of the cotton trade, by which the Darbár tax has been reduced and greater protection given to owners. 17,000 bales of cotton were full-pressed against 11,000 of the previous year.

Education is stimulated by judicious means. 9 new Education. schools were established during the year, making a total of 89 schools paid for by the State. The foundations of the Alfred High School have been laid.

The capture of the Deda. outlaws in Kacoh in October MUAVI last, which has already been spoken of, removed the great difficulty which the joint administrators have hitherto had to contend against. The outlaws were tried, and the three principal men executed in February last. Capture of Deda outlaws.

The statement of crime shows that out of 221 cases 29 Crime. were committed by the subjects of the Mállia State. Out of the total number about 85 per cent. of offenders were apprehended; the remainder were traced to neighbouring States, where they could not be seized.

Survey operations progressed during the year. 31 villages Survey operations. in all have been measured, 7 others are still under measurement. The average cost per bigha is 5 pies. The assessment according to the old rates was found to be too heavy, and proportionate reductions were made, but with no actual loss to the State, as the survey measurement disclosed a large area in possession of each cultivator in excess of what was paid for.

The land revenue of Gondal amounts to Rs. 7,08,455 GONDAL. against Rs. 6,70,138 of last year, notwithstanding the Income and Expenditure. fall in prices of grain. The State dues and taxes and

Municipal and Local Fund receipts, though showing a slight decrease, bring the total income up to Rs. 9,02,428. The total expenditure was Rs. 7,07,541, leaving a surplus of Rs. 1,94,887. A sum of Rs. 4,94,800 was invested in Government Securities, making a total of Rs. 16,48,200.

**Police ar-
rangements.**

The village police system is reported to be completed. The jails both at Gondal and Dhoráji are efficiently kept up.

Dispensaries.

Two new dispensaries have been opened, one at Bháyáwadar and one at Sarsái. The latter is said to be a great blessing to the inhabitants, and though only opened a short time has been largely attended. Both appear to be thoroughly appreciated by all classes of the community.

Public Works.

Under the head of public works great activity is discernible, and the roads and buildings of Gondal are said to be an example to the other States.

Survey.

The survey of villages progresses. 20 have been completed; 45 others are under measurement. The result in the 20 villages shows an excess of 10,384 acres under cultivation, which will yield a proportionate increase in the *vero* (tax) payable to the State. The average cost of the survey, however, is just double that of Murvi, being 10 pies per acre. 35 Bhayád villages have been surveyed under the rules of the Rájasthánik Court; of these 26 disputed boundaries have to be settled.

**LITMRE.
Revenue.**

The gross revenue for the year was Rs. 2,16,803, which, notwithstanding the fall in prices, is an increase of Rs. 16,546 over the previous year. The balance from all sources is Rs. 3,61,848-10-3 against Rs. 3,19,014-4-0 of the previous year, showing an increase of Rs. 42,836-6-3. Of the total balance Rs. 2,73,500 are invested in Government Securities. The expenditure was Rs. 1,91,405-2-1, of which more than 25 per cent. was on account of the Darbár itself. The net saving of the year was Rs. 26,576. The capital spent on improvements of land will, no doubt, improve the State revenue, as there is already an increase in cultivation of 5,000 acres.

Great endeavours are made to further agricultural improvements by the stimulus of prizes and distributing fertilizing ingredients for the soil.

Two new villages were established during the year. The survey has made fair progress in the Darbár lands. 18,778 acres were measured in the working season. In the alienated lands there has not been similar progress.

Progress of
the Survey.

The young Thákur Jaswantsingji is the most promising of the princes at the Ráj Kumár College. He is at the head of the first class, and if he continues his studies after his marriage, it is hoped he may be able to pass the matriculation examination.

Education of
the Thákur.

There was a decrease of 13 per cent. in the land revenue of the past year owing to depression in prices of cereals, but the levy of the marriage tax and other miscellaneous collections brought the receipts almost to a level with those of the preceding year. A reduction in the ordinary expenditure, amounting to about Rs. 15,000, has been effected.

РАЃКОТ.
Revenue and
Expenditure.

A fixed cash settlement had been introduced in a few villages, but this system not being found acceptable to the cultivators, it has not been extended. In the villages in which the arrangement of the "Bhághattai" or share of produce in kind prevails, measures have been successfully taken to simplify the levy of extra cesses, and abolish such as are known to be unfair and to press too heavily on the cultivating class. Where it was found that the *santhi vero* or plough-tax was too great a burden on the land, a proportionate reduction was made. The measurements of the Survey Department disclosed upwards of 3,000 acres unassessed in possession of cultivators. The work of this department is now concluded.

Survey and
Settlement.

The young Chief travelled during the last cold season in company with the heir apparent of Nauánagar, and has derived considerable benefit from contact with the outer world. He has since his return been prosecuting his studies under a separate tutor, and attends daily the Assistant Political

Tour and
Education of
the young
Chief.

Agent's Office to get an insight into the duties of a ruler, and prepare himself for the high position he will have to fill.

BANTWA.
Jurisdiction
assigned to
Shámat Khán.

The shares of Bábi Shámat Khán and Anwar Khán under our management were during the year partitioned by the late special Assistant in charge, who was chosen by both parties as sole arbitrator: the jurisdiction was assigned to the elder Shámat Khán, and the arrangement has since been sanctioned by Government.

**Tour of Shá-
mat Khán.**

Shámat Khán has left the Ráj Kumár College and travelled during the cold season in company with the heir apparent of Junagarh through Hindustán. He is said to have benefited considerably, and to be now quite fitted to take charge of his estate.

Revenue.

The revenues of the shares of the two brothers show an increase of about 16 per cent. The receipts of the past year were Rs. 1,16,972 against Rs. 1,01,112 in the preceding year. The net saving was Rs. 51,890. A further sum of Rs. 42,500 was placed in Government Securities, making a total of Rs. 1,18,500 altogether so invested during the minority.

General.

**Re-arrange-
ment of Thána
Circles.**

Thána circles continue to be appreciated. One new thána has been established and one removed. There are now 19 in all: 5 distributed in the north, 4 in the south, 6 in the east, and 4 in the west. In the west or Hallár Pránt, the Gadhka Thána has been removed and a new one placed at "Mulila Deri" in consequence of the táluka lying waste owing to the former ravages of Báhirwatias (outlaws) and the inability of the Talukdárs to pay the tribute and other dues.

**Resignation of
jurisdiction by
two Talukdárs.**

Two Talukdárs, Járeja Rámsing Kesarji, 6th class Chief of Sátodár Wáwri, and Kháchár A'jal Bhoj, 7th class Chief of Háriána, resigned their jurisdiction during the year. There now remain only 28 Chiefs exercising 7th class jurisdiction.

The most important reform connected with the events of the year 1872-73 was the some time contemplated improvement of the police throughout the province, and the appointment of a special officer for keeping up the pursuit of criminals from one jurisdiction to another. Ever since the suppression of the Wághar disturbances in 1867-68 the subject of improving the police administration of the province has engaged the attention of the Political Agent and of Government. The Chiefs and their advisers were most reluctant to accept the needful reform and unwilling to admit its necessity. The pressure put upon them from time to time and the disclosure of their shortcomings by the apprehension, through our agency, of a large number of dacoits about the beginning of 1873 at last compelled the kárbháris to consent to a compromise, and they agreed to contribute a sum of Rs. 18,000 annually towards the employment of a special police officer and establishment for the province under the orders of the Agency, and to carry out at the same time certain reforms in their internal police management.

The only band of outlaws who gave uneasiness to the province during the past year was that which emerged from Okha in March 1873 under the leadership of Nathu Mánek. They plundered three villages of Porbandar and attacked the Gondal village of Merwádar, and eventually surrendered near the village of Kállíánpur, in the Bevári District of His Highness the Jám, to Captains Scott, Salmon and Wodehouse, who had come up with them when surrounded by the Nauánagar patrol under the chief officer of police Mr. Popat Velji and his Assistant Narsirám. These officers received the thanks of Government for their services on this occasion; and Mr. Popat Velji, as above mentioned, was rewarded with the title of Ráo Báhádur and a dress of honour.

The Rájasthánik Sábhá was briefly alluded to in last year's report. After the constitution of the Court had been sanctioned by the Governments of Bombay and of India, Her Majesty's Principal Secretary of State for India in commenting on it

Bahrwatias
(outlaws).

The Rájasthá-
nik Sabha.

stated that, in his opinion, the Bhayád and Girássias should be allowed to have a voice in the nomination of the assessors; but on a further explanation from the Government of Bombay he stated "that, although both parties, Chiefs and Bhayáds, were entitled to a voice in the selection of the assessors, he had no desire to press the matter if the Bhayád be satisfied." Colonel Anderson, the Political Agent, is of opinion that the Bhayád are not satisfied with the constitution of the Court, and he thinks that, without some concessions to their demands, the Court must continue to be distrusted by them as a body; but Government, as before mentioned, have urged that the present system should have a fair trial before a change is attempted.

Civil and Criminal Justice.

A comparison of the number of trials in 1873-74 with that in 1872-73 shows that in trials before the Political Agent there is an increase of 12, but in magisterial cases there is a decrease of 30. In the Chiefs' Courts there was a decrease as compared with the previous year of 787 cases and of 790 convictions. In civil cases before Agency Officers (exclusive of managed States) the number of cases was nearly the same as in 1872-73, but the value of property under litigation shows a decrease of Rs. 3,55,400-14-3. In Talukdárs' Courts there was an increase of 829 cases and of Rs. 71,804-0-9 in the value of property under litigation. The amount of institution fees has fallen from Rs. 24,172 to Rs. 16,085, and the amount of registration fees from Rs. 12,410 to Rs. 10,273.

Judicial Administration.

As an aid in preventing cases from being improperly dealt with, a system has been introduced by which States are enjoined to always commit certain cases to the Sessions Court. Some inconvenience may be caused by the proceedings in such cases being in the vernacular only, and often defective, but the advantages will be great. The president of the principal Court of Criminal Justice will now be in a position to observe how the States conduct their criminal proceedings, and it is hoped that the Talukdárs will take a pride in being praised for the good committal of a case.

The rule which has been made is that, generally speaking, all the States of the 3rd and 4th class should commit, those only being excepted who are specially forbidden on the ground of bad administration; and that States of the 5th class should not generally commit, unless specially empowered on the ground of good administration. With regard to 6th and 7th class States, the powers of which are so limited (3 months and 15 days' imprisonment), it was felt that the best way to ensure that they honestly disposed of those cases only which were within their jurisdiction was to define in plain ordinary terms certain offences which alone they could try, all other cases being disposed of by the Agency officers.

Rule for com-
mittal.

The most important reforms in the judicial administration of the province carried out last year were amended rules for the qualification and admission of candidates desiring to practise as pleaders in the Agency Courts, the introduction of the British Indian rates both as to institution and vakil's fees, new Registration rules, and the preparation of the rules of evidence based on the Indian Evidence Act. One great benefit obtained by these local codes and rules is, that they do away with a number of circulars, notifications, &c., which from their disjointed nature were very confusing.

Judicial re-
forms.

The educational statistics show an increase of schools and scholars in 1873-74. Proposals for an increased grant for more trained teachers are now under consideration. The report of the Ráj Kumár College is satisfactory, and is particularly noticed in the chapter on Education.

Instruction.

	Schools.	Scholars.
1872-73 ...	367	19,538.
1873-74 ...	394	20,924.

scholars in 1873-74. Proposals for an increased grant for more trained teachers are now under consideration. The report of the Ráj Kumár

The Alfred High School at Rájkot, mentioned in the report of 1872-73, is expected to be ready for opening at an early date. The north wing of the Ráj Kumár College building is completed, and the construction of a laboratory progresses. A new jail at Wadwán is nearly completed; several rest-houses have been enlarged and improved. The bridg-

Public Works.

ing and culverting of the Rájkot and Wadwán road has progressed as far as funds permitted; but it is feared that there will be difficulty in finding sufficient funds for its completion. The School of Industry, also mentioned in last report, is completed, and is now in a fair way of becoming self-supporting, as well as being a medium for establishing and teaching new trades in the province.

**Civil Station
and Bazaar.**

The scheme of a civil station and bazaar at Rájkot, which was instituted by Colonel Keatinge, has been productive of much good: not only is there observable a great increase in population, but it is reported that the miserable mud huts of former years have now given place to substantial, and in some cases handsome, stone buildings. An efficient police has taken the place of the former night watchmen. Thorough conservancy, lighting of streets, and measures for giving due protection to the numerous shopkeepers and artizans have met with careful attention.

Vaccination.

Each vaccinator on an average vaccinated 2,279 persons against 2,132 in the previous year, and there was an increase of 369 in the number vaccinated. The Native States' vaccinators, however, appear to have fallen off both in the number vaccinated and in the percentage of success. The total cost was Rs. 19,114-0-4, and the average cost of each successful vaccination 4 annas 5 pies.

**Postal, Tele-
graph and
Railway Ex-
tension.**

There has been a considerable difference in mileage during the last year owing to a detour being made in the line from Rájkot to Bhauánagar. This change effects a saving, but is complained of by the merchants of Bhauánagar and others. The necessary agreements for the extension of the telegraph, required from the States concerned, have been obtained.

Baroda.

**Appointment
of an Inquiry
Commission.**

In consequence of certain representations made during the past year respecting the Gaikawár's system of administration, the Government of India were pleased to appoint a Commission of Inquiry, which assembled at Baroda on

10th November 1873, and finally closed its sittings on 24th December. The report of the Commission was finally issued in March of the current year. The decision of the Government of India thereon has lately been passed, but the circumstances connected with the inquiry are not such as can be appropriately discussed in a report on the internal administration of the Presidency. The proceedings of the Commission call for remark only so far as they indirectly affected the ordinary course of business, which is said to have been much interrupted thereby.

The inquiry into the claims of Girássias was entirely suspended during the year. This was partly owing to the sitting of the Baroda Commission, but more particularly to the fact that there was no officer available for the duty. Lieutenant Stace, who conducted this inquiry in the monsoon of 1872, as mentioned in the report for 1872-73, was in May 1873 appointed to act as Assistant to the Resident at Aden; and Mr. Crawley-Boevey, who was appointed Acting Assistant to the Resident at Baroda, was in charge of the Cantonment Magistrate's Office from May till November in addition to his ordinary duties. 313 Girássia cases still await investigation.

Girássia inquiry suspended.

The Acting Assistant Resident was employed during the past season in settling disputed boundaries in the Surat Collectorate, in which duty he was associated with Mr. N. B. Beyts, of the Gujarát Survey. Nine old-standing disputes were settled by these officers up to the close of the year under report. The settlement of the disputed boundaries between Baroda and Máhi Kántha was completed, and the investigation into the disputed boundaries between Amreli and the Káthiáwár States was continued. The settlement of these boundaries is said to have been much delayed by the obstructive attitude of the Darbár agents. 32 boundary disputes between Amreli and the Káthiáwár States still remain to be settled.

Boundary Settlements.

Government called upon the Resident and the Political Agent Rewa Kántha to furnish a joint report on the numer-

Wants disputes.

ous and important questions relating to Wántas in Baroda, which was submitted on the 7th March 1874. It is recommended that a special officer be appointed to define and register the existing rights of the Wánta holders.

Amreli Ma-
hála.

The administration of the Amreli Maháls since 1861 has been reviewed by the Resident in a memorandum recently submitted to Government. The conclusion arrived at is that the administration of these Maháls presents in its main features almost an exact counterpart of the administration in the rest of His Highness the Gaikawár's Dominions.

Okhámandel.

The number of Wágghar and other tribes under the direct supervision of the Assistant Resident at Okhámandel is 4,399. The number of criminal cases disposed of by that officer during the year under report was 24. The excesses of certain outlaws of this district gave much trouble during the past year; but they were finally arrested and sentenced to transportation for life.

Police ar-
rangements.

In July 1873 an important arrangement was entered into with the Baroda Darbár in order to obviate the difficulty which has hitherto been experienced in pursuing criminals across the border. An engagement has now been concluded, whereby all police either in the service of Government or of the Chiefs of Káthiáwár, Máhi Kántha, Rewa Kántha and Páhlánpur, and the police and sowars under the Bhil Agent and Superintendent of Federal Police in the Rewa Kántha are at liberty to cross the Baroda frontier while in hot pursuit of criminals.

Extradition.

Considerable correspondence took place during the past year regarding the extradition of offenders. The result is, that the Darbár has now been deprived of the power of resisting surrender, except in cases where Baroda subjects are concerned.

Criminal
Court at Ba-
roda.

The subject of establishing at Baroda a Criminal Court, to be presided over by the Resident, for the trial of British subjects committing offences in Baroda territory has been frequently brought to the notice of Government. The Resident

was directed to point out to His Highness the Gaikawár the advantages which, in the opinion of Government, would result from the establishment of such a Court. No reply has yet been received. The Resident is of opinion that His Highness the Gaikawár will not voluntarily accede to the proposal.

In connection with the same subject the attention of Government has been directed to the anomalous position which is now occupied by the Resident and Assistant Resident in respect to cases of Thaggi and Dacoity. At present the Baroda Darbár alone possesses jurisdiction.

The unsatisfactory state of the Residency Office establishment was brought to notice, and important alterations have now been effected, whereby the whole establishment has been revised without entailing any increase of cost.

Bewa Kántha.

Of the total area of 4,594* square miles of which this			Jurisdiction of
		Square	the Political
		miles.	Agent.
Bária...	...	813	Agency is composed, 1,644½*
Lunáwára	...	389·5	square miles as per margin,
Sunth	...	855·5	or 35 per cent. of the whole,
Wujeria	...	22	are under the direct control
Mándwa	...	10	of the Political Agent in all
Paláeni	...	12·5	branches of the administra-
Jairál Kámsoli	...	5	tion, in consequence of the
Simlia	...	3	minority of the Chiefs, dis-
Pánda, ¼ share	...	6	putes amongst the share-
Augar	...	4	holders, or some equally
Ráika	...	2	cogent reason. 527 square
Dorka	...	2	miles, or 19 per cent. of the
Wádi	...	20	remainder, are directly sub-
		<u>1,644·5</u>	ordinate to him as regards civil and criminal jurisdiction.
Estates of the Sankherá Mewás.			
Do.	Pánda	do.	

* These areas differ somewhat from those given in the report for 1872-73, and although neither are entirely founded on accurate measurement, the former are nearer the truth than the latter, owing to the progress of the survey in some States.

Jurisdiction
of Chiefs.

				Square miles.	246 square miles, or 10 per cent. of
Kadāna ...	...	...	...	156	the residue, are
Sānjeli ...	...	...	...	40	governed by their
Bhādarwa...	...	...	...	26	own Chiefs, with
Umeta ...	...	...	...	24	limited criminal
				<u>246</u>	powers.

In the remaining area of 2,174·5 square miles the three

				Square miles.	Chiefs of Vādāsīnur, Udepur and Rājpipla have independ-
Vādāsīnur ...	...	...	...	150	ent control within their own
Udepur ...	...	...	...	820	districts in revenue and
Rājpipla ...	...	...	...	1,204·5	police matters and civil
				<u>2,174·5</u>	suits. The two first, being
					Chiefs of the 2nd class, can

try their own subjects for offences committed within their own districts; and the 3rd, being a Chief of the 1st class, can similarly try all but British subjects. All cases in which the latter are concerned, must be committed by the Chiefs to the Political Agent.

Season.

The season of 1873-74 was a trying one. No rain fell in September, and the kharif crops consequently suffered considerably. Bājri, the staple in Rājpipla, the Sānkhera and Pāndu Mewās, Lunāwāra, Vādāsīnur and part of Udepur, was below the average. Indian corn, which is grown largely throughout the northern districts, realized but a scanty harvest in the most favourable localities, while in Bāria it almost entirely failed. The rabi crop was also considerably below the average, in consequence of the dryness of the soil.

Trade and
Prices.

The depression of trade and lowness of prices in conjunction with scanty harvests appear to have caused much suffering. 60 per cent. of the inhabitants are Bhils or aborigines of one description or another; their main dependence, after their scanty harvest has been gathered and consumed, consists in the collection and export of timber and manra, the price of both of which commodities has fallen considerably of late years. The depression has been equally felt in other

branches of trade; and the town traders are reported to have suffered as much in proportion as the forest Bhils.

There has been no disturbance of the peace. An uneasy feeling in the northern frontier villages, in consequence of the introduction of the survey, was quickly appeased by the appearance of the Superintendent of Federal Police. Peace maintained.

Mr. Bruce Prescott entered on the duties of Superintendent of the Federal Police of the three principalities of Bária, Lunáwára and Sunth, which are temporarily under the direct management of Government. The police of the three States have been reorganized and amalgamated, and the experiment appears to be successful; but as the States will in a few years come under the management of their respective Chiefs, it will be necessary to consider what arrangement will then be suitable. Federal Police

The financial position of Bária is satisfactory. The accounts for the year ending on 1st November last show the receipts to be Rs. 1,79,764-0-11 and the expenditure Rs. 1,22,590-10-1, leaving a surplus of Rs. 26,173-6-10. BÁRIA. Financial position.

The population is only 64.48 to the square mile. 88.24 per cent. of the inhabitants are Bhils or members of other wild tribes. The last returns give only 7,975 adult male cultivators in a district extending over 813 square miles, or 9.8 cultivators per mile, who pay an average of Rs. 10-8-0 to the State as rent. Population.

From the time the State was attached up to the 1st November last, Rs. 1,726-1-8 had been spent in local public works, and during the same period Rs. 2,38,593-8-0, being the accumulations of the tribute paid by the State to the British Government, have been expended in the construction of the section of the Godra and Dohad road passing through Bária territory. The want of water, which was much felt when the State came under Government management, is being gradually obviated: 29 wells have been sunk or repaired, and 19 are now in course of construction. The roads are being cleared of jungle, and the hill-passes are being made available for wheeled traffic. Public Works

Education and Marriage of the Rájá. The Rájá Mánasingji continued to attend the Rájakumár College during the year. He was married last November to the sister of the Rájá of Rájpipla, and subsequently to a daughter of the Thákur of Mogur.

LUNA'WA'BA. Area and Population. The State of Lunáwára has an area of 369·5 square miles, with a population of 74,813, or 192 per square mile. The proportion of Bhils and other wild tribes is 44 per cent.

Financial position. The financial condition is as follows :—

	Rs.	a.	p.
Receipts...	1,14,652	10	4
Disbursements ...	1,27,266	5	8

leaving a deficit for the year of Rs. 12,613-12-4, which, added to the liabilities of former years, gives a total debt of Rs. 28,586-5-2. As a set off, there was a balance in hand of Rs. 4,422-15-7 and outstanding balances Rs. 5,899-9-0.

Survey and Settlement. The survey, which has cost the State so much and been such a drain on the finances, is finished as far as measurements are concerned. The assessment and settlement of one of the pargannas were being made at the close of the year.

Public Works. Owing to the state of the finances, expenditure on public works has been restricted to necessary repairs and providing accommodation for the police. The estimate of expenditure during the current year is Rs. 6,703-14-4.

Dispensary. A dispensary was opened in the town of Lunáwára in June last, and is largely patronized.

Rájá. The Rájá Waktasingji is pursuing his studies at the Rájakumár College.

Boundary Dispute. The boundary dispute between Lunáwára and the Mewár State of Dungarpur was finally settled this year by the erection of boundary pillars. A decision regarding it was passed in December 1869, but the Dungarpur Darbár resisted it by every means in their power, and only withdrew their opposition at the commencement of the present year in consequence of peremptory orders from the Supreme Government.

The State of Sunth has an area of 355·5 square miles, a population of 139·71 to the mile, of which 77 per cent. are Bhils. The financial result of the administration for the year ending the 1st November last is as follows:—

	Rs.	a.	p.
Receipts	1,93,810	6	9
Disbursements	1,46,766	3	3
Surplus...	46,544	3	6

The circuit survey of the State will be finished during the current year. The levy of rent from the Bhils on the principle of a plough-tax will be continued.

Many of the roads have been cleared of jungle, and hill-passes made available for cart traffic; while buildings necessary for carrying on the administration, such as kutcherries, police thánas, customs posts, schools, dispensary, &c., have been commenced. The palace is also being put into thorough repair.

The Ráni, who has given a cordial support to the administration, went on a pilgrimage to Benares. The young Rájá is at the Rájakumár College.

The State of Rájpipla, the largest in this Agency, covers an area of 1,230 square miles, with a population of 97·55 to the mile, of whom 60 per cent. belong to Bhil tribes. Three-fourths of the district are covered with hills and jungle, but there is a long strip of very fertile country between the hills and the Nerbudda. The Rájá is reported to have done very little hitherto towards the improvement of his territory, and has not yet learnt the art of government on modern principles. His sister was married to the Rájá of Bária last November.

The State of Chota Udepur has an area of 820 square miles and a population of 62,913, or 76·72 to the mile. 86·84 per cent. of the inhabitants are Bhils.

The Rájá, under the advice of his kárbhári, has commenced some reforms in his administration. He has cleared all his

roads of jungle, and has constructed a very fair one from his capital to his southern districts. He made large revenue remissions during the past year, and commenced a system of police organization. The foundations of a new school-house were laid in March last, and the Rájá has again promised to build a jail with suitable accommodation for prisoners. His debts are still large, and he shows great unwillingness to pay even the instalments to which he has agreed.

VÁDÁSINUR. The small State of Vádásinur contains an area of 150. Area and Po- miles and a population of 41,984, or 279·89 to the mile. pulation. The Koli tribe predominates, 45·44 per cent. being of that class. There are 10 per cent. of Mahomedans, to which persuasion the Chief belongs.

Retirement of the Kárbhári. The retirement of the Kárbhári Purshotum Himnatráam has been a great loss to the State, as he was a consistent advocate for progress. It was through his means that the survey of the State was undertaken. The new assessment has not been introduced yet.

KADÁNA. The small State of Kadána lies on the extreme northern Area and Po- frontier of the Agency, and is exposed to inroads from the pulation. Mewár Bhils. It covers an area of 156 square miles, and has a population of 12,689, or 81·84 per square mile. 67·82 per cent. of the population are Bhils or Kolis.

Good manage- ment of the Thákur. The Thákur, considering his position, governs his small State well, and is always willing to accept the advice of the Political Agent. After settling the limits of his territory and arranging all other matters in dispute he proceeded on a pilgrimage to Benares, and ~~retained~~ ^{by sub-} after an absence of some months.

SÁNJEEL. The estate of Sánjeli lies between Bária and Sunth; it Area and Po- covers an area of 40 square miles, and has a population of pulation. 2,532, or 63·30 to the mile. 93·6 per cent. are Bhils or Kolis.

Character of Thákur. The Thákur is a man of little education, and is not far removed in point of intelligence from his Bhil subjects.

The estates in the Sánkhera circle are 25 in number; they cover an area of 431·5 square miles, and have a population of 46,966, or 108·83 to the mile. 70·38 per cent. of the inhabitants are Bhils, Dhánkas or Naikras.

SA'NKHERA
MEWAR.
Area and Po-
pulation.

Six of the estates are under direct management for various reasons. Wájeria has 22 subordinate villages with a rent-roll of 27,000 rupees, and pays a tribute of Rs. 5,007 to the Gaikawár. It is managed by Government in consequence of the im-

Estates under
Government
management.

Wájeria.
Mándwa.
Palásni.
Jerál Kámsoli.
Simlia.
Choresur.

becility of the Thákur. Mándwa has 9 villages, which yield about 35,000 rupees. It pays Rs. 2,215 as tribute to the Gaikawár. It is under direct management in consequence of the indebtedness of the Runa, whose liabilities are being paid off by instalments. Palásni has 12 villages and a revenue of about 5,000 rupees, and pays Rs. 2,131 as tribute to the Gaikawár. It was heavily in arrears of tribute 10 years ago, and as the Thákur died about that time leaving an infant son, and his widow declared herself unable to liquidate the arrears, the estate was taken in charge. The other three estates consist of two or three villages each, and are attached in consequence of disputes amongst the shareholders.

The Pándu Mewás is situated on the left bank of the Múhi. With the estate of Bhádarwa and the three villages of Augar, Ráika, and Dorka under a separate Thándár, it covers an area of 184 square miles, and contains 36,810 inhabitants, or 200 to the square mile, of whom 68 per cent. are Kolis.

PA'NDU
MEWA'S.
Area and Po-
pulation of the
estates.

With the exception of the two properties of Sehora and Cháliár, which are substantial, the other estates of this Mewás and those under the Dorka Thándár have been so subdivided, their lands so extensively alienated, and the tribute imposed on them so heavy, that they are all more or less embarrassed and the position of the tributaries is scarcely above that of their cultivators.

Poverty of the
Tributaries.

The Bhádarwa Thákur is the most influential Chief in this portion of the Rewa Kántha. His income is now about 53,000 rupees per annum, but his tribute to the Gaikawár

Thákur of
Bhádarwa.

Government (Rs. 19,076) is so heavy that he has been in financial difficulties ever since his connection with the British Government. His arrears are being cleared off at the rate of Rs. 2,900 per annum.

Thákur of Umeta.

The Umeta Thákur holds a tribute-paying estate of 7 villages some miles lower down, on the other side of the Máhi. In consequence of disputes with the Gaikawár, who claims absolute jurisdiction over his villages to the exclusion of the Agency, his tribute has fallen into arrears.

Tribute Accounts.

The amount of tribute annually levied by the Agency is as follows :—

For the British Govt... Govt. Rs. 36,995-8-2

For the Gaikawár do... Baroda ,, 1,70,394-4-0

The arrears of the Gaikawár Government's tribute on account of former years amount to Rs. 32,087-1-5, which are being paid off at the rate of Rs. 5,350 per annum.

Civil Justice.

There were altogether 970 civil suits for disposal this year in 6 courts as compared with 1,131 in the previous one. 732 were settled or withdrawn as against 974 in the preceding year, leaving 208 for disposal at the close of the year. There were 10 appeals as compared with 18 in the previous year.

Criminal Administration.

The returns show that 1,437 crimes were reported during the year, against 1,420 in the previous 12 months; that 92 persons were brought to trial before the Sessions Court, of whom 62 were convicted; 211 before the Magisterial Court of the Political Agent and his subordinates, of whom 149 were convicted; and 2,103 persons were brought to trial in the Native States, of whom 1,536 were convicted. The number of persons brought to trial in the previous year before the Sessions Court was 42, before Magisterial Courts 249, and in the Native States 1,543.

Education.

The number of schools with the average attendance was as follows :—

			Average attendance.
3 English	...	...	29
60 Vernacular	...	...	2,403
4 Girls	...	...	114.5

6 new schools were opened in the Sunth State, but 2 English and 1 Urdu class were closed for want of sufficient support. The total percentage of boys under instruction between the ages of 6 and 20 was 2.71. In Bária, out of a total number of 480 boys at school, 270 were Bhils. The total sum contributed during the year by the Chiefs of the division in support of education, was Rs. 16,961-9-0. The average cost of instruction was Rs. 6-10-6 per child per annum.

The success of the operations under the Superintendent, Vaccination. Dr. Muncherjee Berámjee, has been marked. The number of operations was 13,600, against 11,838* in the previous year. 95.5 per cent. of the operations were successful, and the cost of each operation was annas 3 and pies 4.

During the year Captain Blowers laid 35 miles of boundary between the States of Chota Udepur and Ali Rájpur, thus completing the definition of the whole of the exterior frontier of the States under the Rewa Kántha Agency. Definition of Boundaries.

Jinjira.

One of the principal events of the year in this principality was the settlement of a long-existing dispute between the Nawáb and certain Sidi Sirdárs. His Highness agreed at the same time to expel from his territory four mutsaddis who are reported to have exercised a most baneful influence on his conduct. They were subsequently allowed to reside in the principality, but are prohibited from holding any appointments. Settlement of a dispute between the Nawáb and Sirdárs.

The affairs of the State are said to be generally mismanaged. In an agreement with the British Government into which the Nawáb entered, he bound himself to follow the advice of the Bombay Government. It is stated that he has failed to carry out this condition in its integrity, though he has given all proper assistance to the Political Agent and his Assistant in the exercise of their criminal jurisdiction. A code of revenue rules was sanctioned by Government and forwarded to the Nawáb for adoption, but it does The Nawáb's Government.

*NOTE.—The number 19,275 entered in the last year's report was an error, being the total of the operations in the Rewa Kántha and Pauch Maháls.

not appear to have been introduced as yet. Improvement in the working of the Civil Courts is also said to be much needed. The acknowledgments of Government have been conveyed to His Highness the Nawáb for his co-operation in the administration of police and criminal justice, and he was at the same time informed that Government trusted he would earn for himself the good opinion of Government and the gratitude of his ryots by introducing other reforms, especially in the administration of revenue and civil justice.

Crime, Police,
and Jail.

The total number of arrests for criminal offences was 347, of which 230 were convicted and sentenced. The Police are reported to have performed their duties satisfactorily. A new jail at Murád is nearly completed.

Education,
Postal arrangements,
and Vaccination.

It is satisfactory to find that His Highness the Nawáb has introduced a regular system of education into his territory. Postal arrangements were also instituted during the year on a small scale. Another reform, which deserves notice, is the introduction of vaccination. It is reported to have made good progress, and inoculation has disappeared.

Sátára.

Political relations
and powers of the
Jághirdárs.

The Sátára, Jághirs were formerly under the Sátára Ráj, and became tributaries to the British Government on the lapse of that territory in 1849. They retained all their former rights and privileges, with the exception of the powers of life and death, and of adjudicating upon some of the more serious criminal cases. Their administration is now conducted on the principles of British law.

Nature of the
Administration.

Criminal and civil justice is administered by the Chiefs themselves with the aid of subordinate Courts. In civil suits special appeals from the decisions of the jághirdárs lie to the Political Agent. In criminal cases heinous offences requiring capital punishment or transportation for life are tried by the Political Agent aided by two assessors, the preliminary proceedings being conducted by the jághirdárs. Criminal appeals from their decisions also lie to the Political Agent.

The Bhor State has been for the last three years under the Bhor- administration of two kárbháris; but the young Chief has now attained the age of 20 years and been entrusted with the management of his affairs. The kárbháris have performed their duties during the year, as during the whole term of their office, with zeal and ability.

In the two last reports the maladministration of civil and criminal justice in the Jat State was noticed, and in that of 1872-73 it was mentioned that Government had found it necessary to assume for a time the civil and criminal jurisdiction of the jághir. During the earlier part of the year under review the revenue management was in the hands of the Chief, but this branch of the administration also was found to be very badly conducted. The Chief refused to obey the orders of Government and to pay the officers whom it had directed to be employed in his State, or to settle the claims of the Darrakdars and others which had been decided against him. There thus remained no alternative but to make complete the partial attachment which had already been carried out, and to assume the whole management of the jághir.

The Pant Pratinidhi has during the year, as always, shown Aundh. himself ready to carry out any instructions he may receive from Government and to deal fairly with his people. He is said to govern in an old-fashioned manner, but allows no injustice to be perpetrated by his subordinates. In some places the fall of rain was insufficient, and the people suffered.

The management of the Phaltan Jághir during the year is Phaltan. said to have been all that can be desired. The State is on the same footing with regard to material prosperity as the eastern tálukas of the Sátára Collectorate, and the Jághirdár is a man of enlightened views, but has not the means of carrying all into effect.

In Bhor and Aundh the amount of crime has somewhat increased and the value of stolen property was greater and the value of what was recovered less than in the previous year. Civil and Criminal Justice.

In Phaltan there was a decrease of crime, and nowhere were there any serious cases, the increase above spoken of being principally in simple thefts. In Bhor and Aundh the number of civil suits also increased, in Phaltan decreased. No information has been furnished respecting Jat.

Public Works The amounts expended on public works executed in the jāghirs were as follows:—

Name.	Number of Works executed.	Total Amount expended.	Remarks.
1	2	3	4
		Rs. a p.	
Pant Pratinidhi	44	4,000 3 3	
Pant Sachev	55	14,228 11 8	
Phaltan	8	8,752 13-10	
Jat			
Dafflāpur			

Education.

The state and cost of education in the jāghirs is shown in the table below:—

Number.	Names.	Number of Schools.	Number of Pupils.	Cost.	Remarks.
1	2	3	4	5	6
				Rs. a p.	
1	Pant Pratinidhi	12	366	2,642 2 3	
2	Pant Sachev	13	542	3,707 15 0	
3	Phaltan	15	580	2,336 11 3	
4	Jat (with Dafflāpur)	16	336	3,361 8 0	
		37	1,824	276 0 0	

There is an Anglo-Vernacular school at Bhor, and English is also taught at Dafflāpur, Aundh and Phaltan. The Director of Public Instruction thinks the former is in want of supervision, and suggests that it should with the other schools in the Bhor Principality be placed under the Government Inspector during the minority of the Chief. The schools at Dafflāpur and Aundh are said to be wretched, but the Inspector reports very favourably of those at Phaltan.

Akalkot.

No event of any importance affecting the Akalkot State Introductory. occurred during the past year. It is only necessary, therefore, to state briefly the general results of the administration.

The season was again unfavourable to the agriculturist, the Season. rain-fall being considerably below the average. Some of the kharif crops were totally lost, and others suffered greatly. In some parts of the district there was also a partial failure of jawári, which is the staple crop.

The total land revenue of the year was Rs. 1,84,089, ex-Revenue. clusive of Rs. 5,576 derived from the private property of the Rájá. A considerable area of uncultivated arable land was thrown up, but owing to the realization of the survey assessment on lands of which the leases expired during the preceding year, there was a net increase in this branch of the revenue of Rs. 699. The Sayer revenue amounted to Rs. 8,463. The amount derived from customs was Rs. 2,698, exclusive of the commutation allowance of Rs. 9,606-4-0 granted the British Government in lieu of a share of the duties levied in the Poona District. Miscellaneous charges amounted to Rs. 36,865. Thus the total revenue of the year was Rs. 2,65,432-0-2, of which amount Rs. 80,511-7-5 were on account of 1872-73 and Rs. 1,84,920-8-9 on account of the year under review. The balance in the treasury on 31st March 1873 was Rs. 61,057-7-10.

The expenditure of what may be called Imperial Revenue Expenditure. as distinguished from the Local Fund amounted to Rs. 2,44,803-11-0, of which sum Rs. 72,561-2-6 were on account of former years and Rs. 1,72,242-8-6 on account of the year under report. This being deducted from the sum of the year's receipts and the balance in the treasury on 31st March 1873 leaves a balance of Rs. 81,685-13-0. But Rs. 26,769-13-9 were paid under the name of Extraordinary Expenditure, Rs. 14,592 being arrears due to Government on account of the Akalkot Contingent and Rs. 12,172-13-9

on account of State debts to other creditors. The net surplus at the end of the year was, therefore, Rs. 54,920-15-3.

Local Fund. The assessment on account of Local Fund for the year was Rs. 23,503, but only Rs. 13,793 of this amount were collected. Rs. 8,445-12-0, however, were collected on account of previous years, and there was a balance in the treasury on 1st April 1873 of Rs. 17,501-7-7, so that the amount available for expenditure was Rs. 39,690-1-4. The actual expenditure was Rs. 23,728-3-1, of which Rs. 19,168-9-8 were devoted to education, Rs. 4,895-5-0 to public works, and Rs. 8,000 come under the head of advances recoverable.

Public Works. The amount expended on public works during the year was very small, being only Rs. 5,346-0-5. Of this sum Rs. 4,875-5-0 were defrayed from the Local Fund, as mentioned above, and only Rs. 470-11-5 from general revenues.

Irrigation. The number of wells has increased by 57. There are now 1,338 in the State, or 3·6 to the square mile.

Crime. Crime appears to be on the increase. 398 offences were committed, against 372 in the preceding year, and the number of accused persons rose from 667 to 802. 7 of the property stolen was reported to be Rs. 12, and only about 6·01 per cent. was recovered.

Civil. 615 suits were filed during the year, and 190 remained from former years. 717 were disposed of. The value of the property under litigation was Rs. 64,899-9-4, and the average cost of each suit Rs. 13-8-0. 31 appeals were instituted, and 27 were on the file on 1st April 1873. 53 were disposed of, and only 5 remained at the end of the year.

Registration. 323 documents were registered against 374 in the preceding year. The value of the property concerned was Rs. 71,479-7-0.

Prisons. 165 men and 9 women were confined in the jail at Akalkot. The health of the prisoners is said to have been good, the average daily number of sick being 2·8 males and 0·

females, and no deaths occurred. The total cost to the State under this head, including that of prisoners confined in the Yeranda and Poona City Jails, was Rs. 3,539-1-7.

The cost of the stipendiary police was Rs. 9,120-4-0. ^{Police.} The village police (Shetsandi sepoy), who are also employed in the collection of the land revenue, held lands in service inam assessed at Rs. 3,909-7-0, and received in pay Rs. 1,411-2-10. Thus the total cost of stipendiary and village police was Rs. 15,251-5-4.

There were 1 Anglo-Vernacular (Mahrátta) and 14 Ver- ^{Public In-}
nacular (Mahrátta) schools, with 9 girls' classes attached, ^{struction.} open during the year. The names of 336 boys and 80 girls were borne on the rolls of these schools as being under instruction, and the average attendance was 685·5 boys and 53·1 girls. There were 7 Hindustáni and Persian boys' schools, with 7 classes attached for girls, on the rolls of which were the names of 464 boys and 82 girls, the average attendance being 207·1 boys and 75·7 girls. It is reported that remarkable progress has been made by some of the Hindustáni schools, and the Director of Public Instruction speaks in favourable terms of education generally in this State. The total cost of schools for the year is reported to be Rs. 9,396-14-5, and is said to have been entirely defrayed from the Local Fund; but this amount does not exactly correspond with the expenditure under this head shown above.

There was no cholera during the year, hardly a case of ^{Vital Stati-}
small-pox, and the year was altogether one of the healthiest ^{tica.} on record. This result is attributed to the deficient rainfall. The number of deaths reported was 1,052; and if the births and deaths since the census of 1872 be taken into account, the population of the State may be set down at 82,154, which gives a death-rate of 12·8 per mille. It seems improbable, however, that the deaths were accurately registered. The number of births reported was 957 boys, 892 girls, or a total of 1,849.

Charitable Dispensary.

The popularity of the Charitable Dispensary appears to be increasing. 6,002 patients were treated during the year, being 1,609 more than in the previous year, and 7·3 per cent. of the total population. The cost of maintaining it was Rs. 1,930-4-0, and was defrayed from the general revenues of the State.

Vaccination.

The number of deaths from small-pox was only 4 against 94 in the preceding year. 1,801 persons were vaccinated, or 2·1 per cent. of the total population. 1,503 cases were successful, 101 unsuccessful, 197 unknown.

*Kolhapur.***Studies of the Rájá.**

The young Rájá is reported to be making fair progress in his studies. He passed the 4th Vernacular Standard Examination at Christmas, and has in consequence been promoted to the Anglo-Vernacular School. His health has been good, and he is fortunate in continuing to have the society of the Chiefs of Sáwant Wári and Mudhol, who live in the same bungalow with him.

Season.

The season was a favourable one, and the prices of grain fell considerably.

Finance.

The financial condition of the State is satisfactory. Under the present administration, which commenced in the end of 1866, on the death of His Highness Bába Sáheb Máharáj, the net annual income has risen from about 9½ lakhs to 13 lakhs, the realizations of the last year amounting to Rs. 13,12,472. The surplus funds amount to about 18 lakhs, of which 16 lakhs are invested in Government Securities. In all, 1,635 claims to alienated revenue were investigated during the year, resulting in an annual gain to the State income of Rs. 9,389.

Other States under the Political Agent.

The large feudatory States marginally noted, besides other smaller ones, were also under the management of the Political Agent in consequence of the minorities of their Chiefs. Their administration is carefully attended to, and they are reported to be generally in a prosperous and advancing condition.

Kágál
Ichalkaranji.
Vishalgarh.
Bára.

Civil Justice was conducted by Courts of the same number and of the same powers as in the preceding year. The total number of original suits filed during the year under review was 4,579 against 3,872 in the preceding year, while the number for trial was 5,434 against 4,822 of the previous year. The number disposed of was 4,976 against 4,040 in the year preceding. The number awaiting disposal at the end of the year was 458. Of these only 16 suits were of more than a year's duration. The total value of suits filed was Rs. 3,79,891, against Rs. 4,10,053 in the preceding year.

Judicial Administration.

The Appellate Court continues to dispose of its current work punctually. The total number of appeals filed during the year was 251, against 225 in the year preceding. The number of appeals disposed of was 248, against 216 in the year preceding. The number of appeals remaining to be disposed of at the end of the year was 33, against 30 at the end of the year preceding, and of these 23 were only filed during the month of March 1874, and the days appointed for their hearing did not fall within the year of review. There was only one appeal of more than a year's duration on the file at the end of the year. The percentage of appeals preferred to appealable decisions in original suits was a little over 7 per cent.

Appellate Court.

Criminal justice was administered by the following Courts: Criminal Justice.

No.	Courts.
1	Political Agent's Court, with the powers of a Session Judge.
2	Assistant Political Agent's Courts, with powers of Assistant Sessions Judges.
1	Nyayadhis's Court, with powers of a District Magistrate.
2	First Class Magistrate's Courts.
4	Second Class Magistrate's Courts.
4	Third Class Magistrate's Courts.
17	Honorary 2nd and 3rd Class Magistrate's Courts.

The offences inquired into by the Magistrates in the years 1872-73 and 1873-74 were respectively 2,299 and 2,970. Thus there is an increase of 671 offences in the year of review, but this increase is reported to be more apparent

than real, being principally attributable to charges under different heads having been frequently preferred against individuals in the same cases. The trials actually held before the Magistrates show a decrease, being 2,172 against 2,266 in the year preceding.

The offences tried in the Sessions Court in the year under review were 90 against 115 in the year preceding. The trials held in the Court of Sessions in the years 1872-73 and 1873-74 were respectively 68 and 62. The average number of days during which each person tried by the Court of Sessions was detained in custody or on bail, previous to the disposal of his case, was 34. The percentage of persons convicted to persons tried before all the Courts was a little over 46.

The amount of property believed to have been stolen during the year was considerably above that of the preceding year, the stated value being Rs. 39,408 and Rs. 22,419 respectively. The percentage recovered was the same in both years, viz. 48 per cent.

Accidental and sudden deaths.

The number of inquests held in cases of accidental and sudden deaths was 237 against 239 in the year preceding. Although there is again a decrease under the head of "deaths from drowning", which have fallen from 119 in the previous year to 108 in the year under report, very many more are attributed to it than to any other cause.

Fires.

The number of fires was 987, entailing a loss of Rs. 22,972. In 1872-73 the number was 699, but the loss of property was estimated at Rs. 23,800. Fewer were attributed to design in the year under report.

Education.

Education has made rapid progress in the Kolhápúr State under the present administration. In 1866-67 there were in all 21 schools and 1,117 scholars. In the past year there were 840 schools and 6,699 scholars. The increase during the year was 9 schools and 476 scholars. The Director of Public Instruction is of opinion that the schools in the States under the Political Agent are generally equal to those in Government districts, but remarks that in some of the

smaller States a more organized system of supervision is required. The Rájárám High School now occupies a respectable position amongst the Bombay Mofussil high schools. Of 24 students sent up, 13 passed the University Matriculation Examination in November last.

An aggregate sum of Rs. 4,28,899 was expended during the year on public works in the principality and principal feudatory States, as shown in the margin. The

	Rs.	
Kolhápúr	3,73,225	bridge over the Panchganga River
Kágál	4,134	on the Poona and Dhúrvár mail
Báurn	6,773	line, which had been under construc-
Ichalkaranjí	40,510	tion for several years, was comple-
Vishálghar	1,922	ted and is now open for traffic.
Sir Lashkar's		The foundations of another large
Estate	2,333	bridge over the Panchganga, near
	Rs. 4,28,899	the town of Kolhápúr, were com-

menced. Considerable sums were also expended in continuing and improving various roads, and several road surveys are in progress. Of buildings, a Nyayadhish's Court, a hospital for females, school-houses at Wadgám and Kumbhaj, and additions to the Kolhápúr Jail have been completed; the high school building is very nearly finished; and a town hall for Kolhápúr, a mámlatdár's kutcherry at Gárguti, a residence for the Chief of Ichalkaranjí at Kolhápúr, and many other buildings were in progress. Amongst other works may also be noticed a water-supply project for the town of Kágál, which has been completed, and one which is being carried out at Ichalkaranjí.

In consequence of the press of work in British districts the revenue survey operations did not progress so rapidly in the Kolhápúr State during the year as could be wished. In two talukas, Kurvi and Punnalla, the works of measurement and classification made considerable progress, and a few villages were re-assessed. Revised rates were introduced into the feudatory States of Torgul and Kágál, and into a portion of Ichalkaranjí.

During the past year a new scheme of municipal taxation was, with the sanction of Government, introduced into the

Public Works

Revenue
Survey opera-
tions.Municipal
Taxation.

town of Kolhápur, which is likely to work well, and to yield an annual income of about Rs. 25,000. The town contains a population of nearly 40,000, and is well situated for purposes of trade. In the disturbed times prior to 1844 it became much impoverished and depressed, and even now it has little capital and few wealthy residents; but of late years it has been increasing in prosperity.

Public Health The Kolhápur Districts were free from cholera, and public health was good throughout the year.

Vaccination. The number of vaccinations amounted to 18,512, being about 6 per cent. less than in the previous year. The work, however, is considered satisfactory on the whole by the Superintendent of Vaccination Southern Division.

Civil Hospital. The Kolhápur Civil Hospital is a very popular institution. It comprises a charitable dispensary, in which 9,929 sick persons were treated during the year, showing an increase of 2,190 on those treated in the previous year. This increase is not attributable to an unusual amount of sickness in the town of Kolhápur, as the season was a generally healthy one, but to the advantages of European treatment being more appreciated by Natives of all classes. Attached to the civil hospital is a small lunatic asylum for 12 patients, which was opened in 1870. A separate building for the treatment of contagious diseases has lately been constructed.

Sáwant Wári.

Season. The year 1873-74 was on the whole a favourable one. The rain-fall was 130 inches 16 cents, and though this was less than that of the preceding year by 37 inches 19 cents, yet it was seasonable, and nearly up to the average. The harvests were good, and there was a fall in the prices of the grain produce of the country.

Public Health. The health of the people was generally good. There was no serious epidemic, but dysentery appeared in an aggravated form in the town of Wári. Small-pox showed itself, but not to an extent beyond the average. There were 13 deaths from it out of a total number of 132 who were attacked by the disease.

The great political event of the year was the marriage of Bábni Bái, the only daughter of Rámchandra SÁwant, *alias* Bháu Sáhob, to the Máhárájáh Sindíá. This took place on the 29th of November last at Gwálior. Marriage of
Bábni Bái.

As mentioned above, the young Chief Rába Sáhob has been prosecuting his studies at Kolhápúr during the greater part of the year with the young Rájá of Kolhápúr. The Purnekár Dessais continue to attend the Anglo-Vernacular school at Wári, and are reported to be well-conducted young men. Education of
the young
Chief and
Purnekár
Dessais.

The revenue survey and settlement of the State which commenced in November 1872 progressed satisfactorily. Operations are still confined to the Kudal Peta. 9,767 acres were measured during 1872-73, and it was estimated that during the year under report this area would have been increased by 45,148 acres. Up to the close of the year 38,800 acres had been classified. The cost to the State during the year on account of this department amounted to Rs. 25,379-9-4. Revenue Sur-
vey and Set-
tlement.

The work of the police has been fairly successful. Recently a district foudjár was appointed to each of the three petas. In offences cognizable by the police the convictions obtained were 27 per cent., and in non-cognizable offences 29 per cent. were convicted. Deaths by accident have been more numerous than in the preceding year, the number being 70 as against 43, and the value of property destroyed by fire was greater, being Rs. 805-4-11 against Rs. 701-4-4. Police.

The number of accused persons brought to trial during the year was 619 as against 809 in 1872-73. This shows a proportion of 3·24 per thousand on the population in the past year as against nearly 4·24 in the previous year. Criminal Jus-
tice.

Notwithstanding the decrease in crime, the jail returns show an increase over the previous year both in the average number of prisoners confined in it and the number in confinement at the close of the year. Under the first head

- the numbers were 74 as against 66, and under the second 85 against 82. The annual average cost of maintenance of each prisoner was Rs. 64-13-5, being less by Rs. 11-3-5 per head than that of the previous year. This decrease may be attributed to the fall in the price of food. There were altogether 107 admissions into the jail hospital and 8 deaths during the year. The jail accommodation is not good; and as the number of prisoners appears to be gradually increasing, the enlargement of the present jail, or the construction of a new one, will shortly become a subject for consideration.

Civil Justice. There was a slight decrease in the amount of work done in the civil courts during the year under review as compared with that done in the previous year. In the original Courts, of which there are two, 2,510 suits were filed during the year, inclusive of Small Cause cases, which, added to the balance on the files at the close of the preceding year of 843 suits, gave an aggregate of 3,353 cases for disposal. Of these, 2,537 were disposed of. In the Appellate Courts, of which there are now practically but two, there were 455 cases pending at the close of the year, exclusive of special appeal cases from the Lower to the Higher Appellate Court, of which there were 12. The number of suits decided in the Appellate Courts during the year was 150 and of special appeal cases 4. The total value of the suits under adjudication amounted to Rs. 1,20,515-1- $\frac{1}{2}$.

Registration. There was a falling off in the number of documents registered. In explanation of this decrease it is said that in 1872-73, when survey operations were commencing, the people showed an anxiety to have their papers duly registered, which accounted for the large increase in that year; but during the year under report there was not the same inducement.

Forests. The forests supply sufficient timber for all the wants of the State, and leave a surplus for exportation. The receipts during the year amounted to Rs. 2,911-2-1, and the expenditure to Rs. 927.

The total revenue receipts, ordinary and extraordinary, were Rs. 2,92,272-11-8 against Rs. 2,91,640-5-5 in 1872-73. The total expenditure, ordinary and extraordinary, was Rs. 3,07,765-5-3, being, therefore, in excess of receipts by Rs. 15,492-9-7. The total expenditure in 1872-73 was Rs. 2,49,461-12-6. The unusually large amount expended in the year under review is attributed chiefly to the expenses attending the marriage of Bábni Bái to the Máharájá Sindia, which amounted to Rs. 43,234-15-0, and the cost of building a house at Kolhápúr for the young Sir Dessái, which was Rs. 5,000. The expenditure on account of public works was also unusually large, as shown below.

Revenue and Finance.

The realizations during the year under report on account of stamps amounted to Rs. 17,776-11-11, and the expenditure to Rs. 1,564-14-0, leaving a net profit of Rs. 16,211-13-11. This is a decrease on the preceding year's net realizations of Rs. 2,338-13-4.

Stamps.

A census of the population was taken in February 1872, when the population was found to be 190,814. This showed an increase since the date of the census taken in 1852, the number of the people then having been found to be 152,206. The density of the population is 212 to the square mile.

Census.

Vaccination progresses satisfactorily. The number of children vaccinated during the year was 2,661 male and 2,520 female children. Of this number 5,039 were successfully vaccinated, 22 were unsuccessful cases, and 228 doubtful.

Vaccination.

In 1872 the supervision and inspection of schools in the Wári State was, on the recommendation of the then Acting Political Superintendent, transferred to the Educational Department of Government. There are altogether 25 schools, of which 1 is a first grade Anglo-Vernacular school, 2 are girls' schools, and the remaining 22 are vernacular schools. The total cost of education amounted to Rs. 8,794-10-2, of which Rs. 6,541-9-10 were paid from the State revenues and Rs. 2,253-0-4 from local subscriptions and fees.

Education.

Public Works. Several tanks which were in course of construction during 1872-73 have been completed. A new dharamsála has been built half-way up the Párpuli Ghát road, and one at Akeri, a village on the same line of road. Three new school-houses were nearly completed at the close of the year, and several other useful public works were commenced. The total expenditure on account of public works was Rs. 16,950-3-3, being in excess of the preceding year's outlay by Rs. 3,971-15-10.

Southern Marátha Jágirs.

Sangli.

The unsatisfactory management of his affairs by the Chief was mentioned in the report for 1872-73. During the year under review Government found it necessary to interfere in consequence of the unsatisfactory relations subsisting between the Chief and his sepoys. The Chief, while asking Government for assistance, consented to abide by whatever arrangement His Excellency in Council might deem advisable. The plan adopted was the appointment of a British officer, acceptable to the Chief, to administer the State in association with him for a limited period, with a casting vote and full power to act in the event of the Chief absenting himself, abstaining from business, or opposing what was considered advisable. In the latter contingency, however, it was provided that the difference of opinion should be submitted for the decision of Government. The object of the interference of Government was explained to be the introduction of honest officials and a good system of administration, and the clearance of the State from debt. After some hesitation the Chief agreed to the arrangement proposed, and asked that Captain West might be appointed Joint Administrator. Accordingly that officer was appointed, and Táttiá Sáheb for some time seemed quite satisfied. In the middle of February, however, he proceeded to Bombay and immediately on his arrival there he called on the Joint Administrator to reinstate in office the officials who had been banished in the previous year, and to punish the sepoys who had raised the *émeute*, and he declared

his intention of not returning to Súngli till these demands were complied with. Captain West submitted the question for the decision of Government, and at the close of the year, as Tátia Sáheb adhered so far to his resolution, was carrying on the administration of the State alone.

The Joint Administrator reported that on taking charge of his appointment he did not find the State in at all a satisfactory condition, the accounts not having been made up for five years, and nearly all the departments being clogged with arrears of work. One satisfactory point, however, is that Rs. 93,000 of interest-bearing debt were paid off during the past year, leaving a balance of Rs. 1,93,117. Under the head of education is to be noted an increase in the number of scholars, and also in the number of schools, of which there are now 31 against 27 in the previous year. But the Director of Public Instruction reports that the schools are in a bad state. An additional vaccinator had been employed, and the total number of operations performed during the year of report was 1,267, of which 1,062 were successful.

Maisál is a sub-srinjám of Súngli, but it was deemed ^{Maisál.} advisable to keep it under the direct management of the Political Agent, notwithstanding the appointment of a Joint Administrator in that State. Claims amounting to Rs. 1,22,318-3-6 were preferred against this estate; but inquiry showed most of them to be inadmissible, and only two, amounting to Rs. 456-10-3, were recognized. A primary vernacular school was opened in August last in the village of Maisál. The young Sub-Srinjám-dár Kedár Ráo continued to attend school at Kolhápur, and has made good progress.

The Honourable Ganpat Ráo Tátia Sáheb conducted <sup>Miráj—elder
Chief.</sup> the administration of his estate during the year in a satisfactory manner. A misunderstanding arose between the representatives of the two branches of the Miráj family regarding a claim preferred by Tátia Sáheb of the elder branch to participate in the share of the inam village of Dodwár held by the younger branch. The dispute is

not yet settled. The Anglo-Vernacular school at Miráj has improved, and the attendance is larger than in the preceding year. Two new schools, two night schools, and an experimental night class have been opened, and a favourable report is given of all the schools in this jághir. Vaccination also appears to have made some progress.

Miráj—young-
er Chief.

The administration of the jághir of the younger branch of the Miráj family was conducted by the Chief's only son, and on the whole he managed well. A sum of Rs. 2,750 was expended at Gurgeri in the erection of a dharamsála, the deepening of a tank, and the repair of a temple; but roads are said to be much needed, and education to be at a stand-still. The season was not an unhealthy one, although there was an outbreak of an apparently new disease, a kind of rheumatic affection of the knees, in Gurgeri. Cattle were free from disease, and the cereal crops were fair. Cotton, however, partially failed.

Kurandwár
—elder Chief.

The administration of the estate of the elder branch of the Kurandwár family was not very satisfactory. The Chief is now in old age and failing health, and takes no part in the administration of his jághir. Complaints of oppression from the Angal Mahal were frequent. The Chief's son, Chintámon Ráo Bálá Sáheb, proceeded to Kolhápur in November last to study at the high school, and is reported to be doing well. A son was born to him last April. No new schools were opened, but the attendance at those in existence increased. There was a very decided increase in the number of persons vaccinated as compared with the preceding year.

Kurandwár—
younger Chief.

The administration of the estate of the younger branch of the Kurandwár family was, as usual, good. One kárbhári was removed, and his successor died during the year. A son was born to Harihar Ráo Dáji Sáheb, Appá Sáheb's son, during the past year. This young Chief is studying, only along with his cousin Bálá Sáheb, in the Kolhápur High School, and is making fair progress in his studies. A

school-house was built at Maindārgi, and a tank at Muzgam deepened during the past year. No new schools were opened. Vaccination made some progress.

The administration of Jamkhandi has improved; but the ^{Jamkhandi} prolonged absence of the Chief from his territory, in the absence of a trustworthy kárbhári who could conduct the administration on his own responsibility, was a drawback to the estate. The Chief showed a disposition to call in question the right of the Political Agent to entertain appeals from his people, but it is believed that the remonstrance of Government has had a good effect. The prisoners convicted of torture in 1872-73, who had been sent to Kolhápur by order of Government to undergo their sentences, were, on the Chief's memorializing Government, transferred to his authority. The charitable dispensary in Jamkhandi is amply provided with medicines and medical instruments, and is a useful institution. Two new schools were opened, and a competent person was appointed to superintend the educational department in this State. The opening of more schools is contemplated. There has been an increase in the number of vaccinations.

The State of Mudhol appears to have prospered under the Mudhol direct management of the Agency. The balance at the command of the State amounted, at the close of the year ending 31st April 1874, to Rs. 7,10,326-2-1. The State is reported to be better off for roads and schools than any of the other jághir states of the Southern Marátha Country. The police have been reorganized, and Government sanctioned the arming of 38 of their number with smooth-bore muskets in order to guard treasure and prisoners. Litigation very materially increased during the year under report; but there was a proportionate increase in the quantity of work disposed of by the Munsiff. Rs. 30,406-9-2 were spent on State public works, and 3,883-15-11 on local public works. Two night schools were opened, one at Mudhol and the other at Lokápur. Although no new day-schools were opened, those in existence are very favourably reported upon by the

Munsiff. The sum spent on education was Rs. 7,415-0-3 against Rs. 4,606-11-8 in 1872-73.

Rámdurg.

The administration of Rámdurg was satisfactorily conducted by the Chief, who is popular with his subjects. He has secured the services of a pensioned mámlatdár of the British Government, chiefly to assist him in conducting the civil and criminal work of the jághir. Government extended the period for the payment of the last instalment of the adoption nuzzurana till January 1875. Nothing particular was done in the way of public works, and no new schools were started. Rs. 744 were spent on education. There was an increase in the number of persons vaccinated. Owing to scanty rain there was a partial failure of crops, and the Chief was obliged to grant remissions in consequence.

Petty Principalities under the Collectors and Political Agents.

NARUKOT.

In Narukot the season of 1873-74 was on the whole favourable. The rain-fall was sufficient, and the average out-turn of the crops was estimated at 14 annas in the rupee. The chief event to be noticed is the final recognition by Government of the territory of Nárukot as a Native State, and the establishment of the Political Agency in connection with it.* The State has no police of its own; but a detachment of the Panch Maháls Police, consisting of 33 men, is employed within its limits. The judicial business in the State is carried on in the spirit of the Acts and Regulations in force in the Regulation Districts. There has been a marked increase in crime during the year, but no serious offence. The number of offences reported rose from 26 in 1872 to 51 in 1873, and the number of persons convicted from 19 to 54. The land revenue of the year shows an increase of Rs. 1,252. It amounts to Rs. 5,720-4-0 against Rs. 4,468-0-6

* A slight error occurs at page 199 of the General Administration Report of 1872-73. It was there stated that during the minority of the present Chief the territory is under the direct management of the Agent to the Governor. The statement should have been that the administration had been handed over to the Bombay Government on condition that half the revenues were paid to the Chief.

realized in the preceding year. The forest revenue, which is a new item, there being no restriction in previous years on the cutting of trees, amounted to Rs. 583-1-10. Vital statistics are now recorded with greater attention than before. The number of births and deaths during the year amounts to 86 and 99 respectively. The ratio of births per 1,000 of population amounts to 12·57 and that of deaths to 14·48. The school at Jámbughora was established after the disturbance of 1868, with the object of imparting some sort of education to the wild Naikras and Kolis. The average daily attendance during the year was only 13.

No events of general interest occurred in Cambay during CAMBAY. the year. The Political Agent states that no complaints of undue severity in the punishment of offences have reached him. He is of opinion that there is excessive leniency in this branch of the Cambay administration. Education has progressed fairly. His Highness the Nawáb responded liberally to an appeal made to him by the Political Agent, and a school and branch school have been maintained, in which 270 boys received education during the year under report. An endowment of Rs. 7,000 for scholarships was provided two years ago by the liberality of Mr. Vurjivundás Manekhund of Bombay. The students in receipt of them attend the high school in Neriad.

The condition and attitude of the Dharampur State are SURAT AGEN-
CY. unsatisfactory. The Rájá has disregarded the suggestion of Dharampur. Government that he should send his eldest son to the Rájku-már College, and has even withdrawn him from Surat. The liquidation of the Rájá's debt has been completed, but no improvements are being initiated, and the State has no competent minister and no regular courts of justice.

The Rájá of Bándsa visited Bombay during the past year Bándsa. for the first time. The State is in a backward condition. The freedom of the Khándesh and Dang trade from transit duties was effected from November 1st.

The Sachin State is under attachment during the minority Sachin. of the Rájá, and in a prosperous condition.

Other Estates. The distribution of the estate of the late Nawáb of Surat is complete, but the right to certain shares is being contested in the law courts. The estate of the late Bakhshi Begum was handed over to the heir after some months' attachment. Mir Zulpikár Ali, the ward of the Agent, is at school in England. His estate is involved in litigation.

KHÁ'NDESH.
The Dang
Chiefs.

The Political Agent reports that, with one or two exceptions, the conduct of the Dang Chiefs during the year was satisfactory. One Chief, Fattesing of Gárví, the chief Rájá in the Dang territory, who had been oppressing his people notwithstanding repeated warnings, was censured in open darbár and ordered into Dhulia as a punishment. His detention for a time has been approved by Government. The appointment of Assistant to the Political Agent was this year transferred from the Deputy Conservator of Forests, Surat, to the Superintendent of Police and Principal Bhil Agent; this arrangement is reported to have worked satisfactorily, as the latter officer is always in Khándesh and available for any work required. A threatened disturbance at Bibá Bári was settled quietly. Only three criminal cases from the Dang country were tried by the Political Agent during the year, and none by the Assistant.

Surgána.

There is nothing of importance to record with regard to the Surgána zamindári. Affairs are reported to be in a satisfactory condition.

**Mewási
States.**

The conduct of the Mewási Chiefs is said to have been generally good. The tracts appear to have been nearly free from crime. Three cases in all were tried—two by the Political Agent and one by the Principal Bhil Agent.

PEINT STATE.

The civil returns for the Peint State show a small increase during the year; but there is a marked decrease in the amount of crime, the number of cases reported being only 64 against 101 in the preceding year. This is attributable to the season having been more favourable than last year, when the number of offences was larger than usual. The revenue realized during the year showed a considerable increase, which is due almost entirely to increased receipts

from forests. The net increase amounted to Rs. 10,934. The Political Agent is of opinion that the forests would bring in a larger revenue than they do, were the country more accessible; but it is an exceedingly difficult country to open out, and the funds available for public works are very small. Still during the year this subject has not been overlooked, and a new road running from Peint to the northern part of the State has been commenced, and some ten miles constructed; and when this is completed it will open up a part of the country hitherto impassable for carts, and will thus lead, it is expected, to the working of the bamboo and other jungles in the northern part of the State, which are of considerable value. A few schools are maintained, but the people are not very desirous of education, and much improvement cannot be expected at present.

A nominal decrease of land revenue in the Jawár State ^{JAWÁR'S} as compared with that of 1872-73 is shown, but there has been an increase of Rs. 6,499 from abkári and transit dues, the latter chiefly on timber. The increase in the abkári revenue has followed on a system, introduced during the year, of selling licenses separately, and not together as has hitherto been the practice. Additional revenue has also been obtained from a cess levied for the first time on the produce of fruit trees in the State. The forest receipts show an increase of Rs. 7,341 over the receipts of last year, Rs. 12,732. The large sum of Rs. 12,100 was expended on the road to Dhánu, and smaller sums on wells and dharamsálas. The following is a statement of the total receipts and expenditure of the Jawár State for 1873-74 :—

<i>Receipts.</i>	<i>Expenditure.</i>
Rs. 58,064.	Rs. 58,773.

It is satisfactory to record that a sum of Rs. 2,97,000 belonging to the State is invested in Government Securities. This sum has been invested since the State came under attachment. The above statement of receipts includes interest on the Government Paper to the extent of Rs. 1,391. The rain-fall during 1873-74 was scanty, but it does not

appear to have been insufficient for the crops. The State has granaries in two of the Maháls, from which grain is advanced to indigent cultivators at certain rates to be subsequently paid. This system is said to be a great boon to the people. The progress of vaccination is favourably reported upon. Education is at a stand-still, and the people are too wild for much improvement to be expected at present. The young Chief, who is now in this 19th year, is still pursuing his studies, and the progress made in them is considered by the Political Agent to be commendable. He attends the high school at Poona.

SÁVANUR.

The cash balance of the Sávanur State on 31st March 1874, amounted to Rs. 54,814. In municipal matters and in the forest department considerable progress has been made. The administration of Civil and Criminal Justice has been on the whole satisfactory. Public works, such as roads, drinking tanks, and irrigational works, have been prosecuted with vigour, and much material progress is the result. The system of registration obtaining in British territory was introduced into Sávanur in 1869, and has been attended with satisfactory results. Education is progressing fairly.

*Aden.***Foreign
Affairs.**

The Resident was during the year in constant and friendly communication with the Arab Chiefs around Aden. The only political event of importance was the occupation of Láhej Territory in October 1873 by a force of about 350 officers and men under the command of Colonel J. R. Mackenzie, of 105th Light Infantry. The troops were accompanied by the Resident, and remained in Lahej Territory till the 20th December. They were afterwards sent to Al-Hota to support the Sultan of Lahej against meditated aggressions by the Turkish authorities in Yemen.

Season.

In 1873-74 the rain-fall registered was 2 inches and 50 cents.; in the preceding year it was 8 inches and 69 cents.

The number of persons apprehended by the police in cognizable cases during 1873-74 was 654. The convictions were 537, and the acquittals 117. The percentage of convicted was thus 82.11. In 1873 there were altogether 1,273 apprehensions against 1,202 in 1872. The actual number of crimes committed in 1873 was 753 against 740 in the preceding year. In 1873 the total convictions were 77.7 per cent, whereas in 1872 they came to 80.8 per cent. In 1873-74 the value of stolen property amounted to Rs. 5,297-11-5, of which Rs. 2,532-8-8, or 47.98 per cent., were recovered. In 1872-73 stolen property was valued at Rs. 1,034-6-4, and 40.81 per cent. or Rs. 422-9-3 were recovered. Few crimes of violence were committed.

Criminal Jus-
tice.

The daily average number of prisoners in the jail during the past year was 64 against 92 in 1872. The cost of maintaining each prisoner in 1873 was Rs. 290-12-10 against Rs. 247-12-6 in the preceding year. The dry-earth system continues to be practised with complete success.

Prisons.

In the year 1873 only 2,376 suits were filed against 6,032 in 1872. The decrease is attributed to the abolition of the Kázi's Court. The Registrar of the Court of the Resident was invested early in 1873 with the powers of a Judge of the Small Cause Court, under Section 40 of Act XI. of 1865, to hear and determine suits not exceeding Rs. 20, and the system now obtaining of disposing of petty claims is reported to be a great improvement on the one that has been abolished.

Civil Justice.

During the year 1873-74 the number of compulsory registrations was 183. Of optional registration there was only one case. The financial results are unsatisfactory. The gross receipts were Rs. 572, the expenditure Rs. 1,385-6-2, thus exhibiting a deficit of Rs. 813-3-6. The Resident reports that the object of registration is not sufficiently understood at Aden, and that a considerable portion of executants seem to think it is intended to produce revenue.

Registration.

Municipal
Administra-
tion.

The municipal receipts in 1873-74 amounted to Rs. 63,310-5-11, being an increase of Rs. 3,460-11-7 over those of the preceding year. The disbursements for the same period came to Rs. 65,128-12-7. Thus there was an excess of expenditure over income to the extent of Rs. 1,818-6-8. This was owing to a large expenditure on works of public improvement. Among them may be instanced a fine road which has been made round the circus at Steamer Point at a cost of Rs. 5,285-9-11.

Military.

The only relief in 1873-74 was that of the 105th L. I. which sailed in the troop-ship "Malabar" on the 27th February 1874. The 41st (The Welsh) Regiment landed on the 26th idem, having left Multan in January of the same year.

Marine.

During the year 1873-74 no less than 45 men-of-war visited the port, against 27 in 1872-73. In the same period 708 steamers and 51 square-rigged vessels entered the harbour, while in 1872-73 the numbers were 631 and 71 respectively. A shipping office was opened at Steamer Point on the 1st April 1873, which is reported to have proved of the greatest convenience to masters and seamen frequenting the port. They were formerly obliged to visit the camp for the transaction of business, a distance of nearly six miles.

Trade.

The principal facts connected with the trade of the Settlement during the year will be noticed hereafter under the head of Trade.

Public Works.

The road from Steamer Point to the camp was repaired in 1873-74 at a cost of Rs. 23,263, and greatly improved. The great project for damming up the Khusuf Valley has been commenced. It is anticipated that, if it be successfully carried out, it will supply Aden with a large quantity of water, and will sweeten the neighbouring wells. The barracks for the Royal Artillery in camp have been completed, and the men are now most comfortably quartered. Many minor improvements for the health and comfort of the troops were carried out in 1873-74, and a gun-shed

was completed for the Aden Light Field Battery, which is now kept in camp and ready for use at an hour's notice. The new Treasury and the Judicial Court of the Resident are under construction, and will, it is expected, be completed before the close of the year.

In 1873-74 the number of covers received was 159,974. Post Office. Those despatched came to 131,658. This was an increase in both respects as compared with 1872-73.

Opium license fees amounted to Rs. 1,917-8-0 for 1873-74, and sales of opium to Rs. 2,552. This exhibits a slight increase as regards the former, and a small decrease as regards the latter. The value of Government stamps sold in 1873-74 was Rs. 5,117 against Rs. 5,035 in 1872-73. In the Port Fund the pilotage fees in 1873-74 came to Rs. 16,430-7-6, whereas in 1872-73 they amounted to Rs. 27,385-1-2. The decrease is owing to the reduction of fees from 12 to 4 pies a ton. The port dues for the past year amounted to Rs. 44,300-9-6 ; in 1872-73 they came to Rs. 37,513-11-9. The increase is attributable to a larger number of vessels having touched at Aden. The profits arising by the sale of water from the Shaikh Othman Aqueduct amounted in 1873-74 to Rs. 21,286-9-4, which were credited equally to Government and to the Sultan of Lahej. The school fees came to Rs. 239 as compared with Rs. 278 for 1872-73. The sale of the abkari and other contracts realized the sum of Rs. 30,325 in 1873-74 as compared with Rs. 15,745 in 1872-73. This increase is thought to have arisen from competition, which would probably be encouraged by the fact that a large number of European sailors land from the Royal and Foreign Marines and from the Merchant Shipping.

The endeavour that was made to register the births and deaths in the Settlement has not met with success. The population is chiefly Mahomedan, and people of that persuasion are generally reluctant to give information on domestic matters. In the past year 2,120 persons were treated in and out of the Civil Hospital. In 1872-73 the number was

Revenue and
Finance.

Vital Statistics and Medical Services.

2,092. Only 5 cases of small-pox were admitted. The Settlement was free from serious sickness. In the European General Hospital there were 133 admissions, chiefly from the Mercantile Marine. Only three deaths occurred. 16 cases of small-pox were landed from the shipping. Of these 15 were Natives, who were treated in the Civil Hospital and on Slave Island. Among the British troops 11 deaths occurred in 1873-74, and those who went to Lahej suffered severely from malarious fever. In other respects the health of the men was good. The Native troops who went into the interior also suffered from malarious fever. The other prevailing diseases were rheumatism, scurvy, bronchitis and dysentery. There was a considerable increase in the number of persons vaccinated, viz. 1,265 against 684 in 1872-73.

Quarantine. The only vessel placed in quarantine was the "Roma" with pilgrims on board from Jeddah, from which seven small-pox patients were landed and placed on Slave Island for treatment. All ships carrying pilgrims bound to and from Jeddah were boarded by the Port Surgeon or one of his Assistants. None of the ports in the Red Sea were in quarantine during 1873-74.

Instruction. The average monthly attendance at the English School was 46 against 52 in the preceding year. In the Arabic School 155 attended monthly, against 150 in 1872-73.

Tawella Tanks. The receipts from the sale of water from the Tawella Tanks came to Rs. 21,416-13-4, and the expenditure to Rs. 3,460-8-6. Reservoir water is sold to Government departments and to the public at one rupee per 100 gallons. Condensed water for the past year cost, including carriage, Rs. 3-9-10 per 100 gallons.

CHAPTER II.

ADMINISTRATION OF THE LAND.

SURVEYS.

The surveys which were in progress in this Presidency Division of Surveys. during the past year may be classed under 4 heads :—(1) the Topographical Survey conducted by parties under the orders of the Government of India ; (2) the Revenue Survey under Bombay Act I. of 1865 ; (3) City Survey under Bombay Act IV. of 1868 ; and (4) Miscellaneous Surveys, comprising a survey of salt works in the Northern Konkan, and of certain estates in the island of Salsette. The last and the survey proper of cities, as distinct from the enquiry into titles, were conducted by officers of the Bombay Revenue Survey Department ; but it will be convenient to treat them separately from the surveys carried out with a view to the settlement of the land revenue.

(1).—TOPOGRAPHICAL SURVEY.

The Topographical Survey has been carried on by the same Number of Parties in the Topographical Survey. five parties during the year 1873-74 as during the previous year, viz. :—

The Káthiáwár Party, Great Trigonometrical Survey under Captain Pullan, S.C.

The Gujarát Party, Great Trigonometrical Survey, under Major C. T. Haig, R.E.

No. 10 Party, Revenue Survey, under Captain F. Coddington, S.C.

No. 11 Party, Revenue Survey, under Major H. C. B. Tanner, S.C.

No. 2 Party, Topographical Survey, under Mr. F. B. Girdlestone.

In the last Administration Report (page 211) it was stated Káthiáwár Party. in regard to Káthiáwár that the eastern half of the province

had been topographically surveyed and mapped,—that is to say, that portion of the province lying to the east of a straight line drawn from the middle of Diu Island northwards to the Ran of Kachh. During the past year considerable and satisfactory progress was made. 2,200 square miles between meridians $70^{\circ} 30'$ and $71^{\circ} 0'$ and parallels $22^{\circ} 0'$ and $23^{\circ} 0'$, or a rectangle 68 miles north and south by about 32 miles east and west, contiguous to the portion previously mapped and lying on the west of the northern half of the centre line, was surveyed on the scale of $\frac{1}{2}$ inches to a mile. Triangulation has also been pushed on in advance so as to admit of a similar addition to the topography being made next season, and there has likewise been a large scale (12 inches to a mile) survey made of the town and cantonment of Rájkot. The country surveyed during the past season is open and well cultivated, and includes besides Rájkot the important towns of Morbi and Wankanir, Kotra Sangani, Pardhari, Tankaria, Látipur, and Lodika of secondary importance, and the fortified villages of Khírasra and Wadáli. It is drained by the rivers Machu, Agi, Demai, Und, and other smaller streams. The Machu, which is the most considerable, and remarkable for its rugged rocky channel and precipitous banks, rises in the Wankanir Hills, and flowing under the walls of Morbi discharges itself into the Ran of Kachh near Mallia. The inhabitants of this portion of Káthiáwár are Kolis, Kunbis, and Dhers, with a considerable Mahomedan element in the larger towns and in the villages along the Ran. The staple article of cultivation is cotton.

Gujarat Party. It was stated at page 213 of last Administration Report in connection with the operations of the Gujarát Party that in future it was contemplated publishing all British territory on the scale of 4 inches to the mile. During the past year 700 square miles were surveyed on that scale; 560 square miles of this area are in the Ahmedábád Collectorate, and include the town and greater portion of the taluka of Sanand and parts of the Virangam and Dholka Talukas, besides portions of the Káthiáwár States, Lagtar, Limri, Karol and Vitalgarh. It was necessary to include these portions of foreign terri-

tory in order to complete the topography up to the meridian of $72^{\circ} 0'$, which is there the boundary of the Káthiáwár Survey. This portion also includes the well-known lake, the Nál. The other 140 square miles are in the Surat Collectorate, and include the town and portion of the taluka of Ulpar (or Orpad), and also the town of Kathor in the territory of His Highness the Gaikawár. This portion is crossed by the B. B. and C. I. Railway, and contains the Sayen Station on that line; it also embraces a portion of the Tapti River. Twenty maps, on the scale of 4 inches to a mile, embracing the whole of this surveyed area, are in course of preparation. When complete they will contain all the topographical features shown in ordinary topographical maps, and all the fiscal details which hitherto have been confined to the large scale village maps of the Gujarát Revenue Survey. These include village boundaries, bye-roads, foot-paths, hedges and wells, while every field is shown and marked with its assessment number, and the proper local names are given to the tanks. An area of about 3,500 square miles has been triangulated in advance, and of this an area of about 3,000 square miles is ready for survey. The remaining 500 square miles require yet to be gone over by the establishment of the Gujarát Revenue Survey under Mr. T. A. LeMesurier (working in connection with the Gujarát Party), that the necessary connection may be made between the stations of the triangulation and certain obligatory points shown in the village maps of the Revenue Survey. Besides this, an area of about 400 square miles was triangulated in the district of Salgana and the Dangs in order to furnish the Forest Department with a map of that tract as soon as possible, but the topography cannot well be taken up next season, as it must be first covered with a net-work of smaller triangles. It is hoped that about 1,100 square miles will be mapped next season in the Ahmedábád Collectorate, completing the at present unmapped gap between the Gujarát and Káthiáwár Surveys, and about 300 square miles in the Surat Collectorate contiguous to the portion surveyed last season, and connecting it with the surveyed portion of the Broach Collectorate.

The Násik
Party.

The Násik Party under Captain Coddington during the past season topographically surveyed 1,440 square miles on the scale of 2 miles to an inch. This area comprises the whole of the Sawargam Taluka, such portions of the Dinduri and Niphár Talukas of the Násik Collectorate as were not before surveyed, a small portion of the Ghats which was required to complete the Násik Taluka, a small portion which remained of the Kopargam Taluka in the Ahmadnagar Collectorate, and 120 square miles of the Peint State. The line of Ghats from Kem Hill, the junction of the talukas Baglan and Dinduri and the Salgana and Peint States, down to Wotar Hill, north-west of Igatpuri Taluka, has not been completely mapped. The heights of about 170 different stations have been determined, varying from 1,400 to over 5,000 feet above the sea. The principal large towns included in the past season's work are Yeola, noted for its silk factories; Trimbak, which is the source of the Godavery, and which is famous for its temple and shrine of Trimbakeshwar; and Harsul and Peint. The principal hills are Angeni, 4,295 feet high, on which stands (about 500 feet below the top) the small hot-weather station of Angeneri; Trimbak, 4,285 feet high; Anikai and Tankai, two forts joined by a saddle lying to the south of Manmar Railway Station. The former is the highest hill of the range, being 3,182 feet. Harish, a hill-fort 3,676 feet high, lying to the west of Trimbak and remarkable for its good water and peculiar shape, and Khair Killa, an old fort, the highest point in the Peint State, are also included in the area surveyed during the year. The principal rivers are the Godavery, with its tributaries the Kikwi, Kas, Alandi, Ban Gunga, Khadwa and Gni and other smaller streams, and the Dawan and Parñadi. The former, which drains the southern part, and the latter, which drains the northern part, of the Peint State empty themselves into the sea at Daman and near Balsar respectively. The principal roads are the Agra road, the Násik Peint and Balsar road, the Násik and Harsul road, the Násik and Poona road, the Málígám and Ahmadnagar road, the Nandgaon and Aurungábád road, and two local funds roads, one from Násik to Trimbak, and the other,

which is still under construction, from Násik to Dinduri. Captain Coddington has a large area of 3,500 square miles triangulated in advance, and it is expected that the area finally surveyed by his party during the current year will be larger than that surveyed during the past year, and that it will include the northern portion of the Nandgaon Taluka, the whole of Máligám and Baglan Talukas, and the remainder of the Peint State.

Major Tanner's Party has surveyed 1,440 square miles, on The Poona and Ahmadnagar Party. the scale of 2 inches to a mile, comprising 3 sheets. (30' longitude by 15' latitude). The area on one of these sheets lies to the east of the area surveyed last year, and is contiguous to the south margin of Captain Coddington's work. It embraces portions of the Kopargaon, Rahori, and Newase Talukas, and includes the town of Newase near its south-eastern corner, and Kolbar on the old Násik and Ahmadnagar road, near its south-west corner. It is traversed from east to west by the Prowra River, while the Godavery crosses the north-east portion diagonally, and it is intersected by the Wojur and Lakh irrigation canals. As the Godavery separates the Nizam's dominions from the British, the survey operations were extended about a mile into the Nizam's territory. The areas on the other two sheets embrace the country from the Ghats on the west to Supa and Patas on the east. The cantonment and city of Poona is at the north centre of this tract, and the town of Jejuri and the forts of Purandhar, Rajgarh, and Torna lie in a straight line along the inner southern margin. The area surveyed also contains the fort of Singarh and town of Sassur, the Karakwasla Lake, and about 40 miles of country that either is or will be watered by it, as well as the whole of the drainage streams which feed it, and extends to the source of the Muta River in a plateau elevated about 3,000 feet above the sea. Major Tanner has extended his triangulation to the south of this tract, and it is expected that during the current year his party will survey the upper portion of the Nira valley, including the towns of Bhor, Phaltan, Baramatti, and Indápur, and the country that will be watered by the Nira valley irri-

gation project. The southern limit of this tract is formed by the range on which the Mander Deo plateau and the Kamatki Ghat are situated.

The Khândesh Party. The Topographical Party under Mr. F. B. Girdlestone has not yet surveyed any country in the Bombay Presidency, but has completed the survey of 2,274 square miles, which comprise portions of the bordering territory of Holkar and Scindia, Dewas Dhar, and Barwani, and the triangulation has been pushed on in advance, so that Mr. Girdlestone contemplates surveying the northern portion of the Khândesh district during the current season on the scale of 1 inch to a mile.

Total area surveyed. The following table shows the total area surveyed by all the Government of India parties in the Bombay Presidency during the past and previous seasons:—

	No. of Seasons working.	Area surveyed		Total.
		Previously.	Past season.	
		Sq. Miles.	Sq. Miles.	Sq. Miles.
Káthiáwár Party	8	11,550	2,200	13,750
Gujarát do.	5	3,020	700	3,720
Násik do.	3	1,550	1,440	3,090
Nagar and Poona	2	580	1,440	2,020
		Grand Total ...		22,580

(2).—REVENUE SURVEY.

Parties employed.

The Revenue Survey parties which were employed during the year under the control of the Survey and Settlement Commissioners of the Northern and Southern* Divisions were as follows:—

Northern Division.

Poona and Násik Survey.
Ratnágiri Survey.
Gujarát Survey.
Indus Left Bank Survey.
Indus Right Bank Survey.

Southern Division.

Southern Marátha Country Survey.

* The Survey Commissioner of this division has also the charge of the Mysore Survey operations, the results of which are reported to the Government of that province.

The field work executed by the above departments is shown below :—

Departments.	Names of Superintendents or Officers in charge.	Number of Parties or Establishments employed.	Field Operations.	
			Area surveyed.	Area classified.
<i>Northern Division.</i>				
			Acres.	Acres.
Poona and Násik Survey ..	Lt.-Col. Waddington ..	8	5,64,943	5,57,359
Ratnágiri Survey ...	Mr. Gibson ...	5	1,80,741	1,96,377
Gujarát Survey ...	Lt.-Col. Prescott ...	4	1,92,073	1,33,102
Indus Left Bank Survey...	Captain Fisher ...	4	2,91,766	1,20,671
Indus Right Bank Survey.	Lt.-Col. Haig ...	3	1,90,761	52,462
<i>Southern Division.</i>				
Southern Marátha Country and Kánara Survey.	Mr. R. C. Beynon, Deputy Superintendent. Captain Godfrey, Deputy Superintendent.	11	10,89,075	6,03,195

It will be seen from this return that the operations of the year comprise the measurement of an area of a little over twenty-five lakhs, and the classification of about sixteen and a half lakhs of acres.

In the Northern Division the establishments were employed in revising the measurement and classification of parts of the early settled districts of the Poona and Násik Collectorates. Original survey work was also in progress in the Gujarát and Ratnágiri Collectorates and in Sind. One of the establishments of the Ratnágiri Survey was engaged in beginning the survey of the Sawant Wári State, the application of the Revenue Survey to which had been sanctioned by Government.

One of the regular field establishments of the Gujarát Survey, with an Assistant Superintendent in charge, was attached to the Topographical Survey Party employed in that province under Major Haig, R.E., of the Great Trigonometrical Survey of India, for the purpose of assisting him in utilizing the materials of the Revenue Survey work in the construction of the Topographical Maps.

tion of the topographical map of the country which he is now preparing. Regarding the operations of this party Colonel Walker, Superintendent Great Trigonometrical Survey of India, after explaining some preliminary details connected with the manner in which the work should be carried on, writes as follows :—

“It was not, however, till the 25th of July 1873, when the greater portion of the field season had passed, that Major Haig was joined by Mr. Dalzell and the native establishment, and was able to commence the long-contemplated operations. Thus not very much work could be done, and it is still premature to draw any positive conclusions as to the result of the experiments. Major Haig reports that what has been done is sufficient to prove that great use may be made of the Revenue Survey materials in improving the accuracy of the topographical maps, when a more extensive and systematic connection is made between the fixed points of the two surveys than had previously been attempted. He also anticipates that the combination, when supplemented by the addition of the topographical details, which have hitherto been purposely omitted from the revenue maps, will permit of the construction of topographical maps of all the British portions of Gujarát on the scale of 4 inches to the mile instead of the standard scale of 1 inch to the mile, and that this will be effected with a proportionate amount of additional detail and accuracy in minutiae, &c., for which improvement the public will be indebted to the Gujarát Revenue Survey.”

Major Haig after further experience writes as follows :—
 “I may mention that the topography that has been already executed this season convinces me that the combination maps will be a great success, and I believe of a character that the public of this country have not hitherto seen.” His Excellency in Council considers it is greatly to be regretted that the undoubtedly excellent and reliable work of the Bombay Survey Department should not have been generally more largely utilized by officers of the Topographical Survey than has been done hitherto. There seems no reason whatever

why the system which has been carried on in Gujarát with such excellent results should not be extended all over the Presidency. Much unnecessary waste of labour and money has been incurred by the work having been practically done twice over. The matter is now under consideration, and there is a prospect of a more satisfactory division of labour being adopted.

In the Southern Division the survey establishments were employed in the revision survey of the Dhárwár and Káldgi Collectorates, and in the original survey in North Kánara and in the Kolhápur State. Operations in the Southern Division.

The officers and men of the department employed in North Kánara continued to be fairly healthy during the portion of the year they were employed there, which is necessarily very limited. During the other portion of the working season full employment is found for all in the adjacent Dhárwár Collectorate. Health of the Establishment in North Kánara.

The total expenditure of the surveys of both divisions amounted to Rs. 8,50,541. It will presently appear, when the financial results of the settlements are exhibited, that the assessments imposed amounted to Rs. 4,22,390 in excess of past average collections from the districts settled, but it remains to be seen how far this increase will be reduced in carrying out the orders of Government in respect to limitation, which will be spoken of hereafter. Expenditure.

(3).—CITY SURVEYS.

City survey operations were in progress in Ahmedábád, Surat, Broach, and Dhárwár during the year under review. It appears from the Collector's report that in Dhárwár the enquiry into titles is going on, that 18 decisions were passed during the year, and no sanads were issued; but other details respecting this city have not been reported. In Surat and Broach the work is approaching completion; in Ahmedábád it is estimated to last for five years more. The operations in these three places were confined almost entirely to enquiry into titles and the preparation of sanads. Progress of City Survey operations.

turns under the latter head given in the annual report show that for the three cities combined 7,522 sanads and 146 deeds of sale were prepared during the year.

Enquiry
work.

The returns for the enquiry branch of work in these three cities give 12,598 as the total number of cases disposed of. Appeals against the enquiry officers' decisions were preferred in 185 cases, in 96 the decision was upheld, in 34 it was reversed, whilst 55 appeals were pending at the end of the year. Government have desired that the utmost liberality as to title should be shown in these enquiries, and that the surveys should not be made oppressive or unpopular by resuming land on slight cause or forcing sanads upon people.

Financial
results.

The subjoined statement shows the financial results of the survey in the three cities from the commencement of operations to the close of the year under review :—

Name of City.	Receipts from all sources.	Expendi- ture.	Balance.	
			In favour of Survey.	Against Survey.
	Rs.	Rs.	Rs.	Rs.
Surat	1,15,007	1,33,676	.....	18,669
Broach	1,22,391	79,225	43,166	.....
Ahmedábád	1,56,674	1,35,757	20,917	.....
Total...	3,94,072	3,48,658	45,414	.....

It will be seen from the return that in

Ahmedábád the balance in favour of the survey is Rs. 20,917

Broach do. do. ... „ 43,166

64,083

and that in Surat the balance against the survey is Rs. 18,669.

The result of the whole combined is a balance of Rs. 45,414 in favour of the survey.

(4).—MISCELLANEOUS SURVEYS.

Survey of
Salt-Works.

During the year under review a survey was made of salt-works in the Northern Konkan. The work was carried out in 8 talukas; and 233 salt-works, comprising a total area

of 9,206 acres, were surveyed with much care. An increase of 308 acres over the measurement formerly made by Colonel Francis was shown, which is attributable to the construction of new works and additions to old ones. The amount sanctioned for this work was Rs. 21,000, out of which Rs. 20,761-14-2 were expended, but Rs. 1,422-18-2 are recoverable from the owners of salt-works.

A survey of certain estates in the island of Salsette may also be mentioned here, although the year under review had closed before the measurement was commenced. It was intended that the estates in 50 villages should be surveyed; but those in 5 villages only, with an area of 4,190 acres, were classified, and in 1½ villages, with an area of 119 acres, measured. The total expenditure was Rs. 6,971-15-6. Government consider it advisable that a correct survey should be made of the entire island of Salsette, and that the valuable maps which were prepared in the years 1817 to 1823 should be utilized. The Surveyor General of India has been addressed on the subject, and he has been requested to direct some of the officers of his department now employed in this Presidency to ascertain and report the extent to which these old maps could be made use of.

Survey of
Estates in
Salsette.

SETTLEMENTS.

As in last report the settlements which are spoken of in this section are those carried out by the Revenue Survey Department under Bombay Act I. of 1865 and those of the Alienation Settlement Department.

Division of
Settlements.

(a). REVENUE SURVEY DEPARTMENT.

The financial results of the settlement operations of the Revenue Survey Department during the year under review are exhibited in the following statement :-

Financial
results of Re.
venue Survey
Settlement.

	No. of Villages.	Settlement of Jamma or Gross Revenue.	Past Collections.	Percentage Increase.
NORTHERN DIVISION.				
<i>Poona and Ndsik Survey.</i>				
		Ra.	Ra.	
Havelli*	84	1,34,768	80,965	66
Pabal	58	1,52,108	1,02,228	48
Supa	42	78,788	59,926	36
Karmála	95	1,46,690	1,10,824	32
	279	5,12,554	3,53,943	45
<i>Ratndgiri Survey.</i>				
Alibag... ..	56	38,418	27,650	39
<i>Gujarát Survey.</i>				
Wágra	68	2,95,500	2,46,206	20
Parantej	7	6,967	4,594	51
	75	3,02,467	2,50,800	20
<i>Indus Left Bank Survey.</i>				
Mohbat Dehra	62	53,772	46,599	15
<i>Indus Right Bank Survey.</i>				
Naushara Abra	69	89,181	75,177	18
Total...	541	9,96,382	7,54,169	32
SOUTHERN DIVISION.				
Indi	102	1,55,311	1,09,656	41
Shindgi				
Bijápur				
Nanigund				
Hubli	128	3,84,162	2,48,974	54
Ron				
Dhárwár				
Total...	230	5,39,473	3,58,630	50½
Grand Total...	771	15,35,855	11,12,799	38

Results in the Northern Division.

It will be seen from the above return that survey rates have been introduced in 541 villages of the Northern Division, and that the result is an increase of about 2½ lakhs of rupees over past average collections from the villages concerned. In the case of revision

* The revised rates yielding the increase here given were sanctioned, but under orders recently issued they will be modified.

settlements, which are separately shown, the increase amounts to 45 per cent. in excess of the former demand; and for the whole of the year's settlements of the division combined, it is 32 per cent.

The following statement shows the actual pressure of the new revised assessment, as compared with the old, in the districts of the Deccan settled during the past year :—

Pressure of the new assessment in the Deccan.

Village Settlement Report of	No. of Government Villages settled.	Survey Assessment of Government Land—old rates.	Survey Assessment of Government Land—new rates.	Old average dry-crop rate.	New average dry-crop rate.	Former Population.	Present Population.	Average of Assessment per Head of Total Population.	
								Former.	Present.
1	2	3	4	5	6	7	8	9	10
Old Pabal ..	59	1,02,228	1,52,108	0 8 3	0 12 0	54,037	55,554	1 14 3	2 11 10
Haveli ..	84	50,965	1,34,768	0 0 6	0 14 3	40,031	55,143	2 0 4	2 7 1
Supa ..	42	59,076	78,788	0 6 1	0 7 11	24,442	24,301	2 7 2	2 4 9
Karmála ..	95	1,10,824	1,46,690	0 6 1	0 7 10	56,393	70,678	1 15 3	2 1 3

In the 59 old Pabal villages the population seems to have remained nearly stationary, and here the pressure of the new assessment is Rs. 2-11-10 per head of the total population against Rs. 1-14-3 under the old. In Haveli (84 villages) the population has increased 38 per cent., and the pressure of the assessment from Rs. 2-0-4 to Rs. 2-7-1 per head of the total population. In Supa (42 villages) the population has increased 40 per cent., and the revised rates have lowered the pressure from Rs. 2-7-2 to Rs. 2-4-9 on each head of the total population. In the 95 villages of Karmála in the Sholápur Collectorate the population has increased 24½ per cent., and the pressure per head on the total population has been raised from Re. 1-15-3 to Rs. 2-1-3, or 6½ per cent.

All the reports and statistics furnished for the revised settlements tend to prove that the economic condition of the people in these districts (Poona and Sholápur) has greatly improved during the currency of the late survey leases.

Limitation of future increases and modification of past revisions.

Much of this improved state of things may be said to be of a permanent nature, being ascribable to the facilities for the transport of produce brought about by direct railway communication with Bombay, Poona, Sholápur, and Southern India, and to the easy access to local markets by means of the numerous bridged roads which have been constructed in these districts during the last 30 years. There can be no doubt too that the prices of ordinary food grains are still very considerably higher than they were when the first survey settlements were made. Considerations such as these show that the right to revise past settlements cannot, in the general interests of the State, be foregone. But it is the anxious desire of Government that the revised assessment should be no drawback to the improvement of the condition of the agricultural classes, who form so large a proportion of the population of the Presidency, and it has been deemed advisable, in consideration of the remarkable fall of prices which has taken place of late years and of the improbability that the higher prices which ruled during the last decade of the original settlements will be maintained, to lay down precise instructions as to limitation of increases for the guidance of survey officers in future revisions, and to decide the extent to which it will be right to modify past revisions so as to bring them into accord with the limited increases that will be obtained by future revisions.

Rules limiting increases in future revisions.

The rules respecting the limit of increases in revisions to be made hereafter are applicable to the Deccan Collectorates generally, but as it was a consideration of the revised rates introduced into certain parts of the Poona and Sholápur Collectorates during the past and previous years which gave rise to them and as the modifications to be made in the revised rates already introduced into these collectorates are founded upon the general rules, it is necessary to describe the rules and the modifications together. The general rules are as follows :—

“ 1st.—The increases of revenue in the case of a taluka or group of villages brought under the same maximum dry-crop rate shall not exceed 33 per cent.

“*2nd.*—No increase exceeding 56 per cent. should be imposed on a single village without the circumstances of the case being specially reported for the orders of Government.

“*3rd.*—No increase exceeding 100 per cent. shall in like manner be imposed on an individual holding.

“It is desirable here to state the principles which should be adopted in dealing with the last description of increases. Putting fraud or obvious error in the calculation of the original assessment out of the question, these excessive increases in individual cases will be found to be due to one of three causes:—

“*1st.*—To the assessment of land which was deducted by the original survey as unarable and unassessed, but nevertheless included within the limits of the original assessed number.

“*2nd.*—To enlargement of the original assessed area by portions of neighbouring lands unassessed at the original settlement having been with or without permission encroached upon by the ryots and cultivated together with the original assessed numbers.

“*3rd.*—To the alterations that have been made (1) by the adoption of a different valuation scale, and (2) by putting a higher value on the soils themselves.

“A consideration of the first cause turns mainly on the construction to be put on Section XXX. of the Survey Act, and on what are to be held to be improvements. It is well known that the practice in making these deductions was exceedingly lax, and that much land really arable was deducted as unassessed, simply from its being then uncultivated and covered with bushes and grass. It is further well known that in the great majority of cases the only outlay that has been incurred by the cultivator in bringing such pieces of land under the plough has consisted in the labour of breaking them up. But on the other hand the Survey Act does not prescribe that the expenditure from private resources should be more than a particular sum, while in

very many cases it would be impossible to say that the reclamation had not cost more than was at first sight apparent. His Excellency in Council on the whole attaches such great importance to maintaining strictly the principle enjoined by law of non-assessment of improvements made by private enterprise, that he is pleased to direct that the same area shall be deducted from each number as unassessed as was allowed at the original settlement.

“As regards the second cause, His Excellency in Council is of opinion that unauthorizably appropriated lands must be regularly valued and assessed by the Revision Survey, no matter what increase in assessment may thereby result. As regards the last cause, it must be borne in mind that the officers employed in the infancy of the survey worked on varying scales of valuation, and that the systems they severally adopted were consequently more or less tentative or experimental. It was not till after the lapse of a few years that the then Superintendents of Survey were able to fix upon a uniform valuation scale which was subsequently embodied in the Joint Report. However much, therefore, His Excellency in Council would wish to avoid extreme increases in the assessment on individual holdings, there can be no doubt about the superiority of the Joint Report scale, and of the absolute necessity for determining and upholding a classification of soils based as far as possible on correct and uniform data.

“It is understood that the Joint Report scale was generally adopted a very few years after the introduction of the early assessments, and that consequently no alteration will be required to be made at future revisions. Explanation on this point should, however, be clearly given in future, and also in respect to the extent to which it has been found necessary to alter and depart from the classification value originally fixed on the different descriptions of soils. As far as possible the old valuation should be adhered to, and the greatest care should be taken to keep the valuation of the poorest and lighter soils low.

"If the above rules are adhered to, the cases in which the enhancement of the assessment in individual holdings will be found to be in excess of the prescribed limit, will probably be very few. In order to prevent excessive individual increases, the fixed standard or valuation must not be abandoned. It will always be optional with Government to remit wholly or in part, or for a particular period, such proportion of the increase in excess of 100 per cent. as may seem necessary; but the correct value of the land must be carefully ascertained on a uniform basis, and the proper assessment thereon duly calculated and recorded."

It will be observed from the table given in page 108 that the percentage increases in groups of villages in the Haveli, Pabal and Karmálla Talukasre-assessed during the past year exceed the limit above imposed for future revisions, and the following abstract of the results obtained in all the revisions yet introduced into these collectorates shows that the increases in previous years exceed that limit still more :—

Name of Taluka.	No of culturable Acres under Old Assessment.	No. of culturable Acres under New Assessment.	Total Old Assessment.	Total New Assessment.	Average per Acre under Old Assessment.	Average per Acre under revised Assessment.	Percentage Increase on the whole.
			Rs.	Rs.	Rs. s. p.	Rs. s. p.	
Indapur	2,38,135	2,70,076	81,391	1,24,700	0 5 5	0 7 4	53
Sholapur	5,31,632	4,33,572	1,74,916	3,09,630	0 7 4	0 11 4	77
Medhe .....	.....	.....	1,06,580	1,78,050	.....	0 9 4	77
Bhimthadi	1,90,410	2,12,703	86,404	1,46,796	0 7 8	0 12 0	69
Pandharpur	84,273	90,798	36,048	63,979	0 6 10	0 11 3	77
Barsi	2,45,495	2,78,509	1,24,638	2,07,174	0 8 0	0 11 11	66
Haveli	1,27,610	1,46,743	80,965	1,34,788	0 10 2	0 14 7	66
Pabal	1,61,240	1,82,411	1,02,228	1,32,108	0 10 1	0 12 7	48
Supa (Potta)	1,47,244	1,69,227	69,226	78,788	0 6 6	0 7 11	56
Karmálla	2,71,134	2,99,242	1,10,824	1,46,990	0 6 6	0 7 8	22

But the work of the earlier survey was characterized by greater defects in respect to both measurement and classification than that done after some experience had been acquired, and as the country was represented to be extensively suffering from over-assessment, and the guiding principle of the officers who made the earliest settlements was to reduce the Government demand within very moderate limits, there can be little doubt that the error was on the side of leniency. It was, therefore, to be expected that larger increases would

be obtained by first than by subsequent revisions, and the progressive decreases observable in the abstract above given are understood to be due to this cause. For this reason it would appear that while some modification of the revised assessments introduced in some of the talukas above mentioned is necessary to assimilate them with the rates which will probably be introduced elsewhere in the same collectorates under the instructions above detailed, it is not desirable to reduce the rates to the full extent which would be required to bring the increases within the limits imposed for future revisions. After very careful consideration His Excellency in Council has authorized the requisite deduction being made on the following principles :—

1st.—Portions of cultivated numbers hitherto unassessed are to be deducted from the assessable area as laid down in the rules for future revisions, wherever it is practicable to do so.

2nd.—When this has been done, the maximum rates of the taluka are to be so reduced as to bring the increase in the total revenue demanded of a taluka or group of villages within 50 per cent. This having been done, any case in which the increase in a village is still above 75 per cent., in an individual field above 100 per cent., should be specially reported for orders, with distinct recommendations from the survey officers whether further alterations are necessary, and if so, how they should be effected.

Revision of assessment in Kharapat villages of Alibag.

The revision of the settlement of 56 Kharapat (or salt batty) villages of Alibag, made 20 years ago by the then agent (Mr. E. C. Jones), was effected by the Ratnágiri Survey. During these 20 years the progress of these villages has been marked. The population has increased 32 per cent., live stock of all kinds 435 per cent., and ploughs 32 per cent.

Percentage increase of revenue and pressure of assessment.

It will be seen from the statement given in page 103 that the revised rates have increased the revenue 39 per cent., viz. from Rs. 27,650 to Rs. 38,418, but the pressure of the assessment per head of the total population has risen only from Rs. 3-15-10 to Rs. 4-2-9, or 4½ per cent.

The settlement operations in Gujarát comprised the introduction of survey rates into all the villages of the Wágra Taluka of the Broach Collectorate. Wágra is much inferior to the other talukas of the collectorate both in climate and natural fertility, but this, as will be seen from the following contrasted statement, has been fully met by the reduced pressure of assessment as compared with the pressure per head of population in the other districts :—

	Per Square Mile.			
	Broach, including City.	Ulpar.	Anklesar.	Wágra.
Inhabitants	319	366	230	124
Houses	60½	71	63	32
Cows and buffaloes	60	187	71	25
Oxen	32	62	31	
Ploughs	22.	29	28	13½
Gross assessment per square mile... ..	Rs. 2,982	Rs. 2,236	Rs. 2,111	Rs. 1,452
Realization per square mile (i.e. assessment of Government cultivated land plus Salami on alienations)	1,396	1,814	1,702	1,079
Gross assessment per culturable square mile	3,247	3,477	2,671	2,153
Realizations per culturable square mile	2,721	2,759	154	1,600

From this statement it will be seen that the pressure of the assessment per culturable square mile in Wágra is less than in Broach by 41½ per cent., in Ulpar by 42, and in Anklesar by 25½. Pressure of assessment in Wágra.

The only settlement made during the season under report by the Indus Left Bank Survey was that of 62 villages of the Mohbat Dehra Taluka. The new rates increased the assessment from Rs. 46,599 to Rs. 50,772, or 15 per cent. Sind—Indus Left Bank Survey.

Indus Right Bank Survey. The survey rates were introduced into 69 villages of the Naushara Abra Taluka of the Shikárpur Collectorate. The financial result is shown in the following statement :—

	Acres.	Rs.
Taken up at settlement	63,330	89,181
Average cultivation and collection for last 10 years	26,208	75,177

This shows an increase of revenue equal to 18½ per cent.; but of this the people have little reason to complain, for if the average cultivation has been 26,208 acres, and the average assessment Rs. 75,177, and they now get 63,330 acres for Rs. 89,181, the gain to them is more than to Government. These figures prove that the former assessment was as high as the present one is moderate, and the acreage taken up shows it to be popular.

SOUTHERN DIVISION.
Kánara land cases.

The long-pending law-suits regarding the right of Government to re-assess the land in North Kánara remain still undisposed of. There is, however, now a prospect of their being decided at an early date.

Percentage increase in Kaládgi.

In the revised settlements introduced in the year in the Kaládgi Collectorate the future increase of revenue will be 41 per cent., as above shown in the tabular statement.

Present prices of food grains in Kaládgi compared with those at the time of the first settlement.

The prices of ordinary food grains, jowári and bajri, in the principal market in this tract of country averaged from 1843 to 1853 71 seers per rupee, the average for the 5 years from 1838-9 to 1842-3—the 5 years before the first settlement—being the same; the average price from 1871 to 1873 was for each of the 3 years 14½, 18½ and 30 seers per rupee. In July 1874 the price of these grains is quoted at 32½ seers per rupee, but this is after a good harvest last year, and with the prospect of an extraordinary favourable coming season. It is, therefore, hardly probable that this low rate will represent the average of the entire year.

Result of improved communications.

But the average of prices quoted as prevailing thirty years ago and at present gives a very small idea of the practical returns procurable for produce at the different times. Thirty years ago there were in existence very small

means of transporting articles of such a bulky nature in comparison with value as the common food grains to a remunerative market. In case the local supply proved much in excess of the local demand, a glut at once occurred, the seller had no means of conveying his produce to the nearest first-class market, but was obliged to take what he could get from the village dealer.

But food grains are by no means the main source from which the money to pay the Government land tax is obtained. There are fortunately many other articles of produce of a readily exportable nature, the demand for which is practically unlimited. Cotton is to some extent grown in the tract under notice ; and low as the price is compared with that of 8 and 10 years ago, it is more than a hundred per cent. higher than it was twenty and thirty years ago. Oil seeds of different kinds, linseed, sesamum, and safflower are also produced, the two latter to a large extent. The demand for these seeds is never-failing both for internal consumption and for export to Europe, and prices are well maintained. The average prices of linseed and sesamum in the Sholapur market, the chief mart in the vicinity of this part of the country, for 1871 and the two following years, are quoted in the *Government Gazette* respectively at 11½, 11 and 12¾ seers per rupee. In June last, linseed was quoted at 12¾ seers.

The following statement shows the population, agricultural cattle, and carts in the 102 villages of the extreme north of the Kaládgi Collectorate subjected to revision of assessment in comparison with the same figures for 1872 :—

	1843-4.	1872.	Percentage of Increase.
Population...	48,482	72,894	50
Agricultural Cattle	15,263	25,010	64
Carts	36	504	1,300
Houses, flat-roofed and tiled	7,190	10,753	49
Do. thatched...	2,941	3,306	12

Great as the increase in the number of cattle is, the improvement in quality is even greater. The increase in carts

shows the enormous increase in the transport power of the district, called forth by the improvements in roads and, above all, by the vicinity of the Great Indian Peninsula Railway, several stations of which are within 12 miles of the northern boundary. Under such circumstances any local glut producing a merely nominal price is impossible, and any ryot having surplus grain to dispose of can obtain within a few seers of the taluka market price from the local dealer, or can at once obtain the price of the day by carrying his grain himself by the aid of his own cattle a distance not exceeding one or at most two days' journey.

Sales and mortgages of land.

The available data regarding the rate at which land was bought and sold in the part of Kaládgi subjected to revision are somewhat scanty. Only fourteen cases of absolute sale were ascertained, in six of which the purchase money was nine times and upwards the assessment before revision, and in eight cases less than that proportion. Much land is sublet from year to year and frequently for some proportion of the gross produce. As the agreement in such cases is generally verbal, it is difficult to obtain any precise information about it. In all it was ascertained that about 80 per cent. of the land in these 102 villages, containing an occupied area of Government land of acres 3,11,324, was cultivated directly by the holder under Government, and 20 per cent. was sublet by him to others. Besides the few cases of absolute sale, information regarding which was obtained, 14 cases of money being borrowed on the security of land were returned. The land was taken as security for loans of from twice to twenty times the Government assessment, the loan bearing interest at rates varying from 9 to 37½ per cent.

Effect of revised rates on value of land not yet ascertainable.

The revised rates of assessment though announced will only be actually collected for the first time in the revenue year 1874-75. It is, therefore, premature to judge how they will affect the value of land. The average increase of assessment amounts to but 2 annas per acre all over, or from Re. 0-6-0 per acre to Re. 0-8-0 per acre.

Condition of the people in the tract where

The people of this tract of country are far from wealthy, but their condition is infinitely superior to that which existed

30 years ago. The great increase in agricultural stock affords one proof of this, and another even more clear may be found in the large increase of flat-roofed and tiled houses in comparison with the meaner thatched dwellings, the increase of the former being 49 per cent. against 12 per cent. of the latter. Debt of course exists, but not to the same extent as is supposed to exist in the pure Marátha districts. The people in Kaládgi are of Kánarese stock, which appears to be a far more thrifty race than the pure Marátha.

assessment was revised.

In the Dhárwár Collectorate the revision settlement was commenced and introduced during the past year into 128 villages. The future increase of revenue will be not less than 54 per cent., as shown in the tabular statement above. The total area of Government occupied land in this tract was acres 2,80,625, the average assessment per acre was Re. 0-14-4, and the revised assessment will amount to Re. 1-5-11 per acre, being an increase of Re. 0-7-11 per acre all over.

Revision of assessment in the Dhárwár Collectorate.

The following statement shows the comparative prices of the main articles of produce in the two great markets of the north of the Dhárwár Collectorate, Hubli and Naulgund, for the decade from 1844 to 1853 compared with those of the 3 years ending with 1873:—

Present prices compared with those at the time of the original settlement.

Name of Article.	Average Price from 1844 to 1853.	Average Price for 3 years ending 1873.	Percentage Increase.
Cleaned Rice Seers	34½	11½	206
Jowári "	67½	22½	196
Wheat "	59½	12½	347
Linseed "	44½	11½	295
Seed Cotton per maund of 27½ lbs. ...	0 8 9	1 12 2	221

Sales and leases of land.

The following statement contains a number of cases of sales and leases of land in the part of Dhárwár in which the assessment was revised. Many more might be given of the same character :—

Hubli.

No.	Name of Village.	Old Survey No.	Area.	Assessment.	Terms of Lease or Sale.	Information whence derived.
			A. g.	Rs. a. p.		
1	Mudi Naikun Arlikatti ...	85-89	16 35	31 8 0	Leased for 5 years for Rs. 400. Owner to pay assessment.	Sub-Registrar's Office.
2	Brimspur ...	146 } 147 }	30 8	38 0 0	Leased for 10 years for Rs. 1,000. Lessee to pay assessment.	
3	Adargunchi ...	54	14 2	18 0 0	Do. for 10 years for Rs. 200 do. do.	
4	Budehal ...	24-6	20 15	19 12 0	Do. for 6 do. for Rs. 200 do. do.	
5	Sul ...	172	7 37	4 4 0	Do. for 9 do. for Rs. 300 do. do.	
6	Do. ...	213	23 20	28 0 0	Do. for 22 do. for Rs. 300 do. do.	
7	Nulvi ...	76	9 20	10 0 0	Do. for 34 do. for Rs. 200 do. do.	
8	Do. ...	154	4 18	6 0 0	Leased for 10 years for Rs. 200. Owner to pay assessment.	
9	Unkal ...	199	21 25	22 0 0	Do. for 6 years for Rs. 200. Lessee to pay assessment.	
10	Do. ...	157	15 20	21 8 0	Do. for 7 years for Rs. 600 do. do.	
11	Muriam Timsagar.	134	3 14	6 0 0	Sold for Rs. 76 ...	
12	Agrahar Timsagar.	19	12 0	20 0 0	Do. for Rs. 600 by decree of Civil Court.	
13	Do. ...	23	5 0	8 0 0	Do. for Rs. 265 do. do.	
14	Jangmarkop ...	12	21 38	11 0 0	Sold to Hubli Municipality for Rs. 225.	
15	Ayodya ...	26	13 19	18 0 10	Sold for Rs. 100 ...	
16	Gopunkop, half of...	130	13 5	17 3 0	Do. for Rs. 300 ...	
17	Nulvi ...	125	15 39	22 8 0	Do. for Rs. 800 ...	
18	Bengeri ...	70	11 30	16 0 0	Sold by auction by decree of Civil Court for Rs. 400	
19	Do. ...	9-11	27 5	17 0 0	Do. do. do. Rs. 1,200	
20	Nagahetikop (nine survey fields) ...	...	190 5	64 0 0	Government land, recorded as unarable, broken up into nine Survey Nos. and sold by auction in 1869-70 for Rs. 930.
21	Do. ...	8	25 35	36 0 0	Sold for Rs. 1,080. Stamped paper produced.	

Naulgund.

No.	Name of Village.	Old Survey No.	Area.	Assessment.	Terms of Lease or Sale.	Information whence derived.
			A. G.	Ra. a. p.		
1	Herokop	118	38 39	29 0 0	Sold for Ra. 500	Sub-Registrar's Office.
2	Gungod	82	8 33	8 0 9	Do. ,, 90	
3	Halkusgal	132	48 37	55 0 0	Do. ,, 600	
4	Naulgund	57	28 19	32 0 0	Do. ,, 390	
5	Ballur	84	17 20	22 0 0	Do. ,, 400	
6	Kamarkop	64	25 28	26 0 0	Do. ,, 400	
7	Chilukwar	44	12 17	11 0 0	Do. ,, 150	
8	Basapur	87	51 15	29 0 0	Do. ,, 525	
9	Saswehali	88	29 29	28 0 0	Do. ,, 300	
10	Naikwar	9	38 26	29 0 0	Do. ,, 250	
11	Anigeri	433	30 29	23 0 0	Do. ,, 400	
12	Nagarhali	10	4 9	3 0 0	Do. ,, 200	
		18	22 18	21 0 0		
		34	18 17	11 8 0		
13	Morab	372	22 3	28 0 0	Do. ,, 200	
14	Sisvinhali	23	28 16	27 0 0	Do. ,, 400	
15	Do.	135	2 33	3 0 0	Do. ,, 90	
16	Anigeri	285	18 33	14 0 0	Do. ,, 300	
17	Do.	433	30 29	33 0 0	Do. ,, 400	

The following statement shows rents procured for land, ^{Rents of} the lands referred to being of average quality, and in no way remarkable in situation or in any other way. They form part of the estate of a minor in charge of the Collector, and are sublet annually to the highest bidder :—

No.	Villages.	Survey No.	Acres.	Assessment.	Annual Rent realized.		Percentage of Rent in excess of Survey of Assessment.
					Year.	Rupees.	
1	Anigeri	34	A. g. 1,221 35	Ra. a. p. 1,053 1 0	1871-72	6,062	
					1872-73	6,804	
					1873-74	7,100	
					Average ...	6,655		632
2	Basápur	4	208 9	193 0 0	1871-72	610	
					1872-73	978	
					1873-74	978	
					Average ...	855	
3	Sidápur	3	82 15	80 0 0	1871-72	400	
					1872-73	400	
					1873-74	615	
					Average ...	471		489
Total...		41	1,512 19	1,325 1 0		8,011	

Sales of right
of occupancy

There were some pieces of Government unoccupied land, the occupancy of which, subject to payment of the revised assessment, was put up to auction at the Settlement last March, for which the undermentioned prices were obtained. These prices go far to prove that the value of land is not materially affected by the revision of the assessment :—

No.	Taluka.	Village.	According to Revision Survey.			Amount realized by Sale of Occupancy.
			New Survey No.	Acres.	Assessment.	
1		Bhadrapur ...	37	A. g. 2 28	Rs. a. p. 2 8 0	Rs. a. p. 2 8 0
2		Belhar ...	86	4 32	5 0 0	100 0 0
3		Nagarhalli ...	121	0 10	0 4 0	0 4 0
4		Tirlapur ...	19	0 26	1 0 0	6 4 0
5		Madgunki ...	17	4 5	6 0 0	6 0 0
6		Kamargop ...	73	0 24	0 12 0	0 12 0
	Nalgund.		83	0 12	0 4 0	0 4 0
			90	0 6	0 4 0	0 4 0
			92	0 9	0 4 0	0 4 0
			99	0 23	0 8 0	0 8 0
			102	0 18	0 8 0	6 8 0
			322	3 37	2 0 0	2 8 0
7		Algaudi ...	491	8 39	11 0 0	202 0 0
8		Nalgund ...	500	2 0	2 8 0	30 0 0
			501	1 22	1 8 0	36 0 0
9		Yawgal ...	486	2 14	3 0 0	4 0 0
10	Ron	Hadagaoli ...	191	1 33	2 8 0	18 0 0
11		Gulgaudi ...	5	2 2	2 8 0	30 0 0
12	Badami	Haganur ...	6	0 3	0 2 0	0 0 0
			55	1 21	2 8 0	115 0 0
			56	0 31	1 8 0	60 0 0
			74	6 31	12 0 0	160 0 0
13	Hubli	Bamsamudra ...	60	6 3	2 8 0	14 0 0
14		Mawrinur ...	41	22 30	13 0 0	350 0 0
			42	21 17	10 0 0	130 0 0
			49	16 14	5 0 0	100 0 0
			50	12 28	3 0 0	60 0 0

The following statement shows the comparative statistics of the present time for the villages of the Dhárwár Col-
 torate in which the assessment was revised this year, com-
 pared with those of 1847, when the statistics of the original
 settlement were first compiled :—

Population and agricul-
 tural stock compared
 with that at
 the time of
 the original
 settlement.

	1847.	1848.	Percentage Increase or Decrease in 1873.
Population ...	94,578	1,20,440	+27
Agricultural cattle ...	24,126	21,913	-9
Carts ...	1,617	6,256	+286
Houses, flat-roofed and tiled ...	18,275	24,099	+32
Houses, thatched ...	1,166	828	-29

It is at first sight somewhat remarkable that the agricul-
 tural cattle should appear to have decreased. This may be
 accounted for in two ways : First, in former times from the

abundance and cheapness of grazing great numbers of useless cattle were kept ; now, when nearly all the land is under the plough, only such cattle as can give a return covering their keep are retained. Secondly, a considerable number of cattle were certainly absent at the time the census was taken, being employed in the carrying trade. Large as the increase in the number of carts is shown to be, it is certain that it does not appear at its full amount for the same reason. There is no surer index to the increase of wealth and comfort among the people than the large increase in the number of flat-roofed and tiled houses and the decrease in the meaner class of tenements.

Improvement
in the condi-
tion of the
people.

The condition of the people has improved beyond all that could have been expected during the thirty years of the settlement just expired. Even before the American War a very great improvement had taken place, and the enormous rise in prices which then occurred, especially in cotton, which is very largely produced in the Dhárwár Collectorate, threw very large sums into the pockets of the agricultural classes. Much of these profits has been since dissipated, but enough still remains in the districts to render these classes exceptionally wealthy ; and with the general habits of thrift and aptitude for trade characterizing the people of this part of the country the return to moderate but still amply remunerative prices will continue and consolidate the career of prosperity on which they have during the last twenty years entered.

Further
reasons to
show the
assessment is
generally
moderate.

The above remarks have been made at some length to show that the districts in which the assessment was revised during the year are well able to bear the increased rates which have been imposed. But the condition of the people as described in a previous section is so frequently and so persistently ascribed to the pressure of the assessment that it is deemed necessary to add some other facts to show that the land revenue of this Presidency is generally very moderate.

Crop experi-
ments.

During the past year careful experiments were made both in districts where the assessment has been lately revised and in districts where the original settlements are still in force to ascertain what proportion the assessment bears to the

gross produce. The following is an abstract of the results in each collectorate :—

Collectorate.	Crop.	Average Value of Produce per Acre.	Average Rate of Assessment per Acre.	Proportion of Assessment to Produce.
		Rs. a. p.	Rs. a. p.	
Broach	Jowar	30 13 0	4 7 0	$\frac{1}{7}$
	Wheat	29 10 0	4 7 0	$\frac{1}{34}$
Poona	Bajri	10 10 0	0 11 3	$\frac{1}{144}$
	Jowar	20 12 0	1 1 0	$\frac{1}{19}$
Násik	Bajri	11 5 0	0 10 8	$\frac{1}{13}$
	Wheat	22 5 0	0 14 10	$\frac{1}{34}$
Nagar	Bajri	8 5 0	0 10 4	$\frac{1}{124}$
Sholápur	Jowar	25 14 0	0 11 9	$\frac{1}{254}$
	Wheat	15 3 0	0 10 0	$\frac{1}{34}$
Kolába	Rice	24 8 0	3 3 5	$\frac{1}{72}$
Dhárwár	Rice	49 1 0	2 4 10	$\frac{1}{214}$
	Dry Crops	25 14 0	0 9 6	$\frac{1}{284}$
Kánara	Rice	51 6 0	3 5 0	$\frac{1}{154}$
	Dry Crops	23 7 0	0 8 3	$\frac{1}{284}$

It has not been distinctly stated in each case whether the assessment was the old or the new. In Poona, Násik, Nagar, and Dhárwár the rates seem to be those of the original settlement; in Kolába and Sholápur the revised rates appear to have been given; in Broach and Kánara the rates are the new ones in some of the experiments and the old ones in others.

These experiments are not supposed to be conclusive, and several officers attach little importance to them as evidence of the incidence of the assessment on any particular field. They must be continued for several years before they afford

What the experiments prove.

grounds for a final opinion, and no very reliable conclusions respecting the incidence or the equality of the assessment can be drawn, unless it is known in each case whether the field has been carefully cultivated with intervals of fallow or regularly every year, whether it has been cropped in rotation, and whether it has been well manured or otherwise. Still 126 experiments made by officers anxious to ascertain the truth on many different kinds of land and on a great variety of crops are far from worthless. General conclusions may with safety be drawn from them, and they go far to prove that as a rule the assessment is light, that it hardly ever amounts to $\frac{1}{3}$ of the gross produce, and is generally very much less, and they confute the assertion that the land revenue is on the whole $\frac{1}{2}$ or $\frac{2}{3}$ of the gross produce.

Difference in the proportion of assessment to produce.

It is to be admitted that the proportion of assessment to gross produce shown by these experiments varies very considerably in different districts and in different lands of the same district. In the Kharapat or salt lands in Kolába the average proportion for all the experiments is $\frac{1}{14}$ whereas the dry-crop experiments in Kánara gave an average of $\frac{1}{45\frac{1}{2}}$. In the former case, however, the revised assessment appears to have been taken, in the latter the old assessment. If particular instances be considered, the variety is still greater. In one case the proportion was $\frac{1}{42}$; in another it was $\frac{1}{135\frac{1}{2}}$, but the latter is evidently a singularly exceptional case. The next lowest proportion is $\frac{1}{3}$, while several give a proportion of about $\frac{1}{4}$, and the variations between the two extremes is considerable.

Causes of variety in the proportion of assessment to gross produce.

These facts have given rise to complaints respecting the inequality of the assessment, and it is to be admitted that so marked a variety in the proportion of assessment to gross produce seems to give some grounds for them. At the same time it must not be forgotten that equality of assessment does not consist, as seems often to be supposed, in taking a fixed proportion of the gross produce from all lands alike. One acre of land may yield a crop worth Rs. 100, and

another a crop worth Rs. 10, and the cultivation of the former may be attended with less expense than that of the latter. The Bombay revenue system is not designed to realize the full rent of land in the economic sense of the term, which without competition is not possible, and which in consideration of the advantage of raising the status of the agricultural classes is not desirable; but it does attempt, as far as is practicable, to leave to the cultivators an equal share of the net produce of all lands,—in other words to equalize the variety of such of the advantages as are solely due to difference in natural fertility and situation. It would be too much to claim for the system that it has fully attained this end. The survey classification can only give with more or less accuracy the comparative value of soils so far as natural fertility is concerned, while there are a hundred circumstances which may affect the out-turn, some for which the cultivator is himself responsible, others which are independent alike of Government and the cultivator, and which cannot be foreseen. The taluka of Karmálla in the Sholkápur Collectorate is said to be generally inferior in productiveness to that of Bársi in the same collectorate; yet the experiments give a proportion of assessment to produce in the former of one $\frac{1}{64\frac{1}{2}}$ in the latter of $\frac{1}{14\frac{1}{4}}$. But the season in Karmálla was the best that has been known for years; in Bársi it was not favourable. The field in which the experiment gave a proportion of assessment to gross produce of $\frac{1}{4\frac{1}{2}}$ may not be naturally unfertile, for it is said that vegetables were grown in part of it, but the experimenting officer remarks that it was evidently neglected. The best crops are not always found on the soils which are most highly classed, but this is probably as often due to bad husbandry or to the season or other circumstances over which Government have no control as to a defect in the system of classification.

It is clear, therefore, that a variety in the proportion of Sale and assessment to gross produce is not a proof of particular mortgage transactions, lands being over-assessed, and the experiments referred to

afford reasonable grounds for believing that the assessment is generally moderate. Another evidence of this fact and also of the assertion before made that the depressed condition of the agricultural classes is not due principally to over-assessment is that little diminution has taken place in the value of land. Cases have already been cited to show that this is so in those places of the Southern Division which have been resettled. Unfortunately no returns have been obtained relating to the districts in the Northern Division in which revised settlements are in force; but the following statement of sales of land in the Násik and Sinnar Talukas, in which the revised settlement is to be introduced during the current season, and where a large number of the agricultural classes are reported to be in debt, is extracted from returns received from the Registrar General's Office:—

Year.	Name of Village.	Acres.	Assessment.		Sum realized.	Remarks.
			Jerayat.	Bagayat.		
1	2	3	4	5	6	7
<i>Násik Taluka.</i>						
			Rs. s. p.	Rs. s. p.	Rs.	
1871-72	Násik ...	9 29	6 4 0	.....	1,000	
"	Do. ...	4 18	.....	23 11 0	2,000	One well worth Rs. 600 and some mango trees.
"	Shevge Darna ...	18 7	19 14 0	.....	500	Some mango and other trees. One well worth Rs. 950.
"	Pimpri Said ...	3 10	2 0 0	.....	200	
"	Ganga Padali ...	15 10	12 0 0	.....	400	
"	Sausari ...	0 10	1 4 0	.....	100	
1872-73	Mohagao ...	3 12	7 3 0	.....	95	One well and some trees.
"	Palseh ...	9 7	10 7 0	.....	100	One well worth Rs. 200.
<i>Sinnar Taluka.</i>						
1871 to 1874	Jagat Tembi ...	18 35	18 13 0	.....	500	Contains mango and other kinds of trees.
"	Sinnar ...	0 26	.....	5 0 0	200	Contains some mango trees. One well worth Rs. 300.
"	Do. ...	5 33	1 10 0	17 14 0	1,425	One well worth Rs. 350.
"	Do. ...	4 10	0 2 0	24 0 0	1,201	
"	Nimbgaon, Sinnar ...	34 8	23 8 3	.....	1,000	

Year.	Name of Village.	Acres.	Assessment.		Sum-realiz- ed.	Remarks.
			Jerayat.	Bagayet.		
1	2	3	4	5	6	7
<i>Sinnar Taluka—contd.</i>						
			Rs. a. p. Rs. a. p.			
1871 to 1874	Chincholi ...	3 18	10 9	6	500	One well worth Rs. 100.
"	Deopur ...	5 38	1 0	7 11 8 11	200	
"	Dharangaon ...	5 13	6 0	0	300	
"	Atakwadi ...	10 28	3 11	10	500	One well worth Rs. 150.
"	Do. ...	8 37	2 6	8 3 15 1	200	One well worth Rs. 150.
"	Hiwargaon ...	142 3	91 4	7	900	One well worth Rs. 75, and house.
"	Pimpri Bargaon ...	4 36	.....	8 3 5	500	Contains mango trees, and two wells worth 500 Rs.
"	Pandurli ...	3 8	.....	17 8 0	300	Pathasthal.
"	Somtan ...	12 12	9 15	10	240	
"	Shewra ...	2 17	9 1	0	400	Two wells worth Rs. 400.
"	Kirtangli ...	5 10	5 1	4	245	Two wells worth Rs. 500.

The above return shows that the saleable value of land ranges from Rs. 30 to Rs. 400 per acre in Násik and from Rs. 6½ to Rs. 300 in Sinnar. A similar return of many cases of mortgage, which is too long for insertion here, shows that the amount for which land has been mortgaged varies from Rs. 4-12-0 to Rs. 500 per acre in Násik and from Rs. 9 to Rs. 246 in Sinnar. The returns have been taken promiscuously from a large mass of similar returns received from the registrars of the respective districts. They date from the period at which the first revised settlement was introduced in the adjoining district of Niphár of the Násik Collectorate, and show that the value of land has not been affected to any appreciable extent by the revision rates of Niphár, which, it is well known, indicate the rate of increase likely to be imposed in the adjoining districts to which the sale returns apply.

The Superintendent of the Khándesh Model Farm, who has had much experience in agriculture, and who has had special opportunities for some years back of carefully

watching the ryots' operations, asserts that the actual cultivators in calculating their expenditure hardly take the Government assessment into account at all, but that the complaints which are made of over-assessment come from capitalists who hold the land as an investment. This statement seems to derive probability from the facts above mentioned. If in conjunction with these facts the measures which have recently been taken to prevent over-assessment in future either generally or in individual cases be considered, it may safely be asserted that the Government assessment is not now and cannot be hereafter any bar to the improvement of the condition of the agricultural classes.

(b). THE ALIENATION SETTLEMENT DEPARTMENT.

SOUTHERN
DIVISION.
Terminable
Inam Settlement.

The annual income to Government from the settlement of terminable inams up to 31st March 1874 remained, as before, Rs. 41,128-15-6. There are six absentees from whom no reply has been received. Their holdings have been placed under attachment, and if they remain unclaimed for 12 years, they will lapse.

Other claims
disposed of.

The following statement shows the number and value of other claims to alienated revenue disposed of during 1873-74:—

Description.	No. of Claims.	Amount.
		Rs. a. p.
<i>Claims to Villages, Lands, and Amals.</i>		
I. Inam	2	592 8 0
II. Sarinjam	3	677 9 3
Total Land...	5	1,270 1 3
<i>Claims to Cash.</i>		
III. Under the "Amended Rules of 1842" ...	27	352 10 0
IV. Brought on the accounts from a recently lapsed village...	16	41 0 6
V. Disallowed in a recently lapsed village ...	17	105 11 9
VI. Compensation for abolished duties...	6	216 4 0
Total Cash...	66	715 10 3
Total Land and Cash...	71	1,985 11 6

The following statement shows the total number of demands for formal enquiry into temple and personal cash allowance claims disposed of during the year :—

Description of Allowances.	Of Rs. 10 and under		In excess of Rs. 10.		Total.	
	No.	Value.	No.	Value.	No.	Value.
		Rs. a. p.		Rs. a. p.		Rs. a. p.
Temple Allowances	15	69 6 2	2	25 8 11	17	94 15 1
Personal Allowances	5	27 3 1	7	308 14 9	12	336 1 10
Total	20	96 9 3	9	334 7 8	29	431 0 11

These are all that remained for adjudication on 1st April 1873, and so the formal adjudication of all demands for enquiry into title in preference to summary settlement in the Southern Division is now complete. The rights of individuals have been carefully considered, and when possible scrupulously upheld; while the just claims of the public represented by its trustee, the State, have been vindicated. In addition to the above, four allowances in excess of Rs. 10 (aggregating an annual value of Rs. 236-11-10) were summarily settled, at the request of recipients, under the Rules of 1st December 1865.

The village of Balamtáki in the Ahmadnagar Collectorate having in ordinary course lapsed to the State, the claims upon its revenues were disposed of during the year. A report of the lapse of another village has recently been received. Six claims to compensation for the abolition of levies under Act XIX. of 1844 were also disposed of.

During the past year the cases of three sarinjams, value Rs. 677-9-3, which had hitherto escaped investigation, were reported to Government for decision.

Financial results.

The financial results of the alienation work during the year in the Southern Division may be summarized thus :—

I. Arrears credited to Government which would but for the scrutiny of the Alienation Department have been paid :

27 old allowances	...	...	Rs. 4,347	8	0
17 claims disallowed	...	...	„	740	2 3
			<hr/>		
<i>A lump sum...</i>			Rs. 5,087	10	3
			<hr/>		

II. Resumed at once—

Sarinjams	...	...	...	Rs. 73	7	3
27 old allowances	...	...	„	242	0	2
17 claims disallowed	...	...	„	105	11	9
			<hr/>			
<i>Annually recurring at once...</i>			Rs. 421	3	2	
			<hr/>			

III. Prospectively resumable, not having been declared continuable hereditarily or in perpetuity—

Sarinjam	...	...	...	Rs. 604	2	0
8 old allowances	...	...	„	70	5	11
3 claims to compensation for abolished duties	...	...	„	99	12	0
			<hr/>			
<i>Annually recurring after lapse...</i>			Rs. 774	3	11	
			<hr/>			

Of those cases which can find no tangible expression in a figured statement, 51 relating to important matters, including heavy demands on the public revenues for the restoration of villages, lands, and allowances, and 15 relating to subjects of less importance, were reported upon.

Bills audited. 645 bills were audited during the year.

Sarinjam and cash allowance lists. The new sarinjam list, with a historical preface, and the new cash allowance list for the Collectorate of Belgaum

in the Southern Division, are reported to be ready. The cash allowance lists for the collectorates of Kaládgi, Sholápur, Ratnágiri, Sátára and portions of Poona are under examination in the Alienation Office. The delay which has occurred in this work has enabled the distribution of sanads to proceed, which is an advantage, as it is of importance that the particulars of the sanads should appear in the new printed lists.

The settlement of the holdings of Government alienees which happen by topographic chance to be within jághir limits, which was referred to at page 226 of last Administration Report, is being proceeded with. The titles of the two villages with which this enquiry was set on foot, held from Government within the Akalkot State, have been examined, and under the provisions of Act XI. of 1852 the villages have been declared continuable permanently for the support of Mahomedan shrines. A tabular statement describing the origin and history of 8 other villages held from the Paramount Power, situated topographically in Patvardhan territory, with which the Patvardhan Chiefs have no concern, has been submitted for consideration.

Government have decided that the tenure of those holdings which are the property of the Chiefs themselves, and form no portion of their sarinjam or jághir grants, but still preserve their condition of personal inams held from the Paramount Power, should not be gone into.

The following are the number and value of claims to alienated lands in the Kálol Taluka of the Panch Maháls settled during the year 1873-74 :—

	No.	Value.			Quit-rent imposed.		
		Rs.	a.	p.	Rs.	a.	p.
Confirmed.....	3,468	12,146	6	0	2,288	3	0
Disallowed ...	449	1,364	4	7	.....	

The total annual revenue recovered is Rs. 3,652-7-7, besides a sum of Rs. 5,159-11-2 of arrears which stood to the debit of Government as payable or not to the alienees ac-

Holdings of Government alienees within Jághir limits.

Personal Inams held by Chiefs.

NORTHERN DIVISION.
Claimstoaliated lands in the Panch Maháls.

ording to the result of the enquiry, but which having been decided to, be not payable has finally been carried to the credit of Government. The amount of annual revenue recovered as given under this head in the last year's report was Rs. 6,669-5-11. But in consequence of revision of settlement in some villages this has become Rs. 6,444-8-11. Thus the total for the two years 1872-73 and 1873-74 is as follows after correcting some errors which crept into last year's report :—

	No.	Value.		Quit-rent imposed.	
		Rs.	a. p.	Rs.	a. p.
Confirmed	6,229	19,488	5 9	4,364	12 0
Disallowed	1,634	5,732	4 6	.....
1. Total number of claims disposed of ..	7,863.				
2. Total value of exemptions allowed...Rs.	19,488-5-9				
3. Total annual revenue recovered ... „	10,097-0-6				
4. Total arrears credited to Govern- ment „	20,047-0-2				

Cash allow-
ances dispos-
ed of.

The total number of cash allowances disposed of is as follows :—

	No.	Annual Value.	
		Rs.	a. p.
1. Personal allowances continued in perpetuity... ..	17	295	0 0
2. Devasthan do.	111	286	8 0
3. Continued hereditarily ...	3	518	2 9
4. Transferred from life to here- ditary	3	185	0 0
5. Continued for life	3	1,060	7 0
6. Transferred from hereditary to life, and continued to widows in consequence of failure of male descendants	2	663	0 0

	No.	Annual Value.		
		Rs.	a.	p.
7. Bought up	7	136	2	0
8. Struck off under the arrears rules	52	352	11	10
9. Do. for other reasons ...	2	101	0	9
10. Lapsed... ..	30	1,583	12	0
Total... ..	230	5,181	12	4

11. Total arrears of cash allowances credited to Government Rs. 6,589-4-7

The following are the total financial results of the year:— Total financial results.

1. Annually recurring revenue Rs. 5,690-0-2
2. Arrears of land and cash allowances struck off „ 11,748-15-9

491 claims to succeed to deceased recipients of cash allowances were disposed of during the year under report. Claims to succeed to cash allowances.

The greater part of the original work of the department has been completed. In the Southern Division practically all that remains to be done is the completion of the cash allowance lists and the issue of sanads, and Government have desired this work to be done as soon as possible. In the Northern Division the work is not so far advanced. Government have desired that the strength of the department should be mainly concentrated in carrying to a completion the work that remains to be done in respect to enquiry, settlement, issue of sanads, and preparation of lists in one collectorate at a time. It is to be observed, however, that even after a collectorate has thus been finally dealt with, occasional references and enquiries will doubtless arise, which it will be advisable to refer to one qualified and responsible officer, and for this reason it will probably never be possible finally to abolish the department. Work still to be done by the Department.

WASTE LANDS.

Special measures for the cultivation of Waste Land not required.

There are no such extensive tracts of waste land in this Presidency as in other parts of India, and, generally speaking, rules to induce the extension of cultivation are not required.

In many districts almost all the culturable land which is not cultivated is required for grazing and forest. The margin of cultivation changes every year, but it is very doubtful if this is entirely regulated in this Presidency by the requirements of the population. The statistical returns are not reliable, but wherever they are fairly accurate, they show that the agricultural population has increased, and other facts tend to show that this is generally the case. It also appears from the returns given under the head of agriculture that in the Presidency proper, though not in Sind, cultivation has somewhat advanced during the year under review. It is true that in some districts it has largely fallen off, but it is to be remembered that during the period of high prices many were induced to take up more land than they could under ordinary circumstances properly cultivate, and they have now been forced through the want of capital to curtail their occupancies. In most districts there is quite enough land under the plough, and the great desideratum is not the extension of cultivation but the improvement of the means of agriculture.

Extent of Culturable Waste.

There are, however, in every district considerable areas of land which may be cultivated as the requirements of the population call for it. The following table shows, so far as information is forthcoming, the area of culturable waste land in each collectorate, as well as the areas taken up in 1872-73 and 1873-74 respectively :—

Name of Collectorate.	Taken up in		Waste remaining 1st August 1873.
	1873-74.	1873-74.	
	Acres. g.	Acres. g.	Acres g.
<i>Northern Division.</i>			
Ahmedábad	82,175 37	80,231 0	89,711 11
Kaira	3,516 20	3,133 0	21,213 26
Buráh .. .. .	.....	43 0	34,141 0
Broach	2,594 0	1,137 16	18,229 0
Tanna	1,673 0	1,468 14	63,142 19
Kolába	273 23	169 0	80,543 26
Khándesh .. .. .	.....	.....	2,03,370 33
Násik	41,906 0	54,918 0	3,70,556 0
Panch Maháls .. .. .	.....	.....	2,47,120 0
<i>Southern Division.</i>			
Ahmadnagar	1,076 5	3,237 23	1,05,100 15
Poona * .. .. .	.....	.....	.....
Sholápur	1,375 22	283 21	8,761 8
Katídgi	2,330 15	14,544 17	77,433 36
Sátára	517 21	1,215 11	40,436 20
Dolráum	1,794 25	2,849 23	1,05,526 36
Dháravár	87 33	3,116 31	1,07,300 12
Ratnégiri †	5 15	3 20	24,662 13
Kánara ‡ .. .. .	.....	.....	.....
<i>Sind.</i>			
Karáchi .. .. .	.....	.....	.....
Haidarábád	16,326 6	3,343 30	21,52,667 16
Shikárpur	15,461 27	17,079 17	11,33,779 21
Thar and Parkar .. .. .	.....	.....	About 7,80,000 0
Frontier of Upper Sind .. .. .	.....	.....	About 6,50,000 0

* Not given.

† The figures given are only for the surveyed talukas; the information for the rest cannot be given.

‡ Only a limited portion of the district has been settled; the information for the rest cannot be given.

up land have been in vain. In other districts, except Sind, which will be separately referred to, the area of culturable waste land is not large.

Inducements
to extend
cultivation.

Although for the present no special measures are necessary to induce the cultivation of waste land, Government have not been unmindful of the advantage of facilitating its being taken up as it is required. The non-assessment of improvements and the liberal interpretation put upon the term, as previously explained, cannot but stimulate an extension of cultivation when other circumstances are favourable. And in particular districts special rules have been laid down with regard to the cultivation of culturable waste not included in any holding. In the Panch Maháls such land is given out at a nominal rent for the first year, and the maximum assessment is not levied till the fourth or fifth year of its being under the plough. The result has not been satisfactory, and it is said that the rigid enforcement of rules respecting the relinquishment of land has caused a decrease of cultivation. Government are prepared to re-consider the rules if necessary; but it is not to be forgotten that easy terms, so far as the assessment is concerned, will not induce people to take up land, unless other circumstances, such as a growing demand for produce, also exist. In the Mandavi Taluka of the Surat Collectorate, where the population is scanty, and consists principally of Bhils and Chodras, there is a considerable area of uncultivated land. The survey rules have lately been relaxed in favour of these wild tribes, but there has not yet been time to judge of the effect of this measure. In Broach the unoccupied culturable numbers are insignificant, but there are miles of salt land which might be reclaimed, and two leases have been granted during the year for the purpose. In Tanna also such land has been given out on leases, the terms being that no rent will be levied for a certain number of years, and afterwards only a nominal assessment till a revision of settlement is carried out, and Government have resolved to give every encouragement to such enterprise. In Sind, where the population is scanty and cultivation depends almost entirely

on irrigation, there will always be much waste until a sufficient supply of water can be distributed throughout the country, and brought under control. Other measures can have little effect in the province generally; but in the Upper Sind Frontier land covered with jungle is given out rent-free for the first year, and the result appears to be satisfactory. Finally, it may be mentioned that regulations have been laid down during the past year respecting *kumri* cultivation in the Ghat districts of Sâtára and Belgaun. This species of cultivation consists in cutting and burning the low wood which grows on the sides of hills, and sowing the coarser kinds of grain among the ashes. With a view to prevent the destruction of timber, and the stripping the hills of brushwood, which so materially affects the rainfall, and further to induce the people to abandon so precarious a means of subsistence, Government have for some time used every effort to discourage this species of cultivation. But these cultivators could not be induced at once to change their method, and the distress which was reported to have resulted from the prohibition of *kumri* cultivation in these districts was so great that Government have determined to permit it within certain defined areas, and under proper regulations. A small assessment is to be levied by the acre, and the cutting of wood in other than the places prescribed involves the forfeiture of the right.

GOVERNMENT ESTATES.

There are no Government estates in this Presidency.

WARDS' ESTATES.

The only estates in this Presidency which come properly under the denomination of Wards' Estates are those in the charge of Collectors under Act XX. of 1864; but an account of the working of Bombay Act VI. of 1862 and of Act XV of 1871, for the relief from debt of the Talukdárs of Ahmedábád and Broach respectively, may also be conveniently given here.

Minors' Estates under the Collector's management.

There are in the Ahmedábád Collectorate no less than 25 minors' estates entrusted to the charge of the Collector by the Court, but actually managed by the Talukdári Settlement Officer. No details respecting these estates have yet been reported. The estates in the charge of the Collectors in other districts and the principal facts connected with their management are comprised in the following statement:—

Collectorate.	No. of estates in charge of Collector.	Receipts.		Disbursements.		Area of Land in charge.
		Rs.	a. p.	Rs.	a. p.	A. g.
Kaira ...	1	2,684	10 8	1,344	0 0	.....
Broach ...	2	98,999	5 6	41,050	6 5	} 2,438 13 Inam 49 0
Surat ...	1	88,952	14 8	19,484	12 9		1,538 0
Kolába ...	1	340	0 0	1,067	4 10	About $\frac{1}{2}$ sqr. mile.
Ratnágiri ...	6	3,215	0 0	1,040	0 0	Acres. 96 6 $\frac{1}{2}$
Belgaum ...	1	7,800	11 3	7,075	8 7	18,108 31 2
Dhárwár ...	2	74,577	0 0	18,243	0 0	2,629
Karáchi ...	1	9,223	0 0	2,948	12 0	9,314
Haidarábád .	2	50,577	0 0	48,080	9 8	177,098 25

The principal trouble in connection with these estates is the recovery of debts through the Civil Courts. For the management of the land there are no fixed rules. The case of one estate in Dhárwár has already been mentioned, where the fields are annually let out to the highest bidder, but others are differently treated according to circumstances.

Working of
Bombay Act
VI. of 1862.

The following are the particulars of the working of the Act for the amelioration of the condition of talukdárs in the Ahmedábád Collectorate during the past year:—

Number of Estates under the Act at the end of 1872-73.		Number of Estates released during 1873-74.	Number of Estates remaining under the operation of the Act.	Amount remaining to be paid to Creditors at the end of 1872-73.	Paid to Creditors during 1873-74.			Remaining to be paid to Creditors at the end of the year.	Account of Government Advances.					REMARKS.
1	2				3	4	5		6	7	8	9	10		11	12	13	14
				Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
98	6	92		69,840	....	8,786	8,786	81,154	1,11,199	....	1,11,199	28,110	83,089	

From this it appears that at the commencement of the year 98 estates were under liquidation in the Ahmedábád Zilla under the Act in question, and that of these estates 6 have been freed from debt during the year. The amount remaining to be paid by the encumbered estates at the end of the year was Rs. 1,64,243, showing a reduction of debt amounting to Rs. 36,896. Of the amount advanced by Government at 5 per cent. interest to pay off some of the debt, Rs. 1,11,199 were outstanding at the end of last year; of this sum Rs. 28,110 have been paid back during the year under report. The season was not favourable, and the collections were consequently smaller than the amount estimated. They amounted altogether to Rs. 1,07,200, of which the sum of Rs. 36,896, as shown above, was paid in liquidation of debt, and Rs. 4,598 contributed to the expenses of the Settlement Office.

The details of the working of the Act to relieve from Working of encumbrances the Thákurs of the Broach Collectorate were Act XV. of 1871. as follows :—

1	2	3	4	Paid to Creditors during 1873-74.			8	Account of Government Advances.					14
				5	6	7		9	10	11	12	13	
Number of Estates under the Act at the end of 1872-73.				Amount remaining to be paid to Creditors at the end of 1872-74.				Remaining to be paid to Creditors at the end of the year.				REMARKS.	
Number of Estates released during 1873-74.				By advance from Government.				Advances outstanding at the end of 1872-73.					
Number of Estates remaining under the operation of the Act.				By collection from Talukdars.				Further Advances during 1873-74.					
Total				Total				Total Advances.					
Amount remaining to be paid to Creditors at the end of 1872-74.				Amount repaid during the year.				Advances outstanding at the end of 1873-74.					
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
5	..	5	1,58,477	1,31,608	27,294	1,48,909	9,575	1,93,980	1,21,608	3,15,588	18,451	2,97,137	

The scheme for the settlement of the liabilities of the Sarod Estate under this Act was sanctioned by Government, and so all the estates included in this Act were under liquidation during the year. Pending the receipt of sanction to the proposed settlement, and the borrowing of money from Government for the purpose, some of the mortgagee creditors were allowed to credit the rent of the lands in their possession against their debt; in this way a sum of Rs. 26,302 is shown in the account as paid by the Broach Thakurs direct to their creditors, but the bulk of the debt has been paid off by means of money advanced by Government at 5 per cent. interest. The account of these advances show Rs. 1,93,980 as due at the commencement of the year. Rs. 1,21,608 more were borrowed during the year, chiefly on account of Sarod and Amod. The total of advances lent by Government up to the end of the year, therefore, was Rs. 3,15,588. Against this sum must be credited the amount repaid during the year, Rs. 18,451, leaving the Government advance account Rs. 2,97,137. The total amount paid by the estates during the year is Rs. 61,250. Of this, as above shown, Rs. 18,451 were paid to Government on the advance account, Rs. 26,302 were paid to mortgagee creditors by rents of their lands left uncollected, Rs. 993 were paid

Bombay, 1873-74.]

WARDS' ESTATES.

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direct to creditors out of the collections in deposit, and the balance is made up of sums of interest and a sum paid to redeem land, the title to which had been extinguished, but which the holder was willing to restore on favourable terms. The above figures do not include Rs. 6,835 contributed for the expenses of the Settlement Office. The Borah cultivators have given much trouble in the settlement and realization of revenue on the lands which are in their occupation, particularly in the Sarod Estate. On the Act coming into operation they combined to leave all the land uncultivated. The Settlement Officer let the land to Koli inhabitants at a reduced rate; and although the Borahs did all in their power to prevent this step succeeding, they have now resumed their lands on conditions very favourable to the Thákurs.

CHAPTER III.

PROTECTION.

COURSE OF LEGISLATURE.

Constitution
of the Legis-
lative Coun-
cil.

During the greater part of the year under review the Council of the Governor of Bombay when assembled for the purpose of making laws and regulations consisted of 13 members in all. There were thus, besides the members of the executive Government, 9 additional members, of whom the Advocate General was one, 3 were other persons holding office under Government, 3 were leading men in the Native community of Bombay, one a Native Chief, and one a European merchant.

Acts passed
and Bills
pending.

In the Appendix will be found two statements (III.—A 1 and 2) (1) of Acts passed and sanctioned as required by law; (2) of Bills proposed and pending in the Legislature of Bombay. It will be observed therefrom that the following Acts were passed during the year:—

Act No. II. of 1873. An Act to alter and amend the Bombay Municipal Act of 1872.

Act No. III. of 1873. An Act to legalize certain payments made from the proceeds of the fees levied under Bombay Act IX. of 1863.

Act No. IV. of 1873. "The Steam Vessel Survey Amendment Act of 1873."

Act No. V. of 1873. "The Boiler Inspection Act 1873."

Act No. VI. of 1873. "The Bombay District Municipal Act."

Act No. VII. of 1873. "The Bombay Salt Act 1873." and that the following bills were introduced and are pending in the Legislature:—

Bill No. 10 of 1873. "The Bombay City Survey Bill."

Bill No. 11 of 1873. "The Bombay Jails Bill."

Bill No. 12 of 1873. "The Hereditary Officers Bill"

The first of the Acts above mentioned is a short measure of no general importance, and was passed with little or no discussion. Owing to the time when the Municipal Act of 1872 came into force, it had become impracticable to adhere to its provisions relative to elections, and the Act in question was passed to legalize the arrangements which had been made for the first, and to alter the provision prescribing the date of succeeding elections. The election for the year 1873 had been held on 26th July of that year, and accordingly the next election should, in accordance with Section 8 of Act III. of 1872, be held in 1875, on some date before the 26th July of that year. But rate-payers have not usually paid their full municipal rates so early as July. It was therefore provided, in lieu of the provisions of Act III. of 1872 on the subject, that the Municipal Corporation shall be rate-payers, resident in the city of Bombay, who have attained the age of 25 years, and shall have severally paid, before some day to be declared by notice in the *Government Gazette* by the Governor in Council, the municipal rates specified, and that the election shall take place at such date as may be fixed by the Governor in Council.

ACT TO ALTER
AND AMEND
THE BOMBAY
MUNICIPAL
ACT OF 1872.
Reasons for
and object of
the measure.

The second of the Acts in the above list is of equally narrow importance with the first, and was similarly passed without opposition. It was believed that the intention of the framers of Act IX. of 1863 was the general improvement of the cultivation of cotton, and under that impression payments had been made on account of the introduction of new seed and other reforms. But as the wording of Act IX. of 1863, strictly interpreted, showed the object of the Act to be that of stopping cotton frauds, and as it provided that the fees levied should be devoted to carrying out the objects of the Act, doubts were raised whether the payments above mentioned were authorized. The object of the Act under notice was to remove such doubts by legalizing the payments.

ACT TO LEGAL-
IZE CERTAIN
PAYMENTS
MADE FROM
THE PROCEEDS
OF FEES LE-
VIED UNDER
BOMBAY ACT
IX. OF 1863.
Reasons for
and object of
the measure.

The object of the Steam Vessel Survey Amendment Act may be briefly stated to be that of preventing accidents. Act II. of 1864 provided for the periodical inspection of steam vessels, but certain defects had been found in it which

THE STEAM
VESSEL SUR-
VEY AMEND-
MENT ACT OF
1873.

Object and principal provisions.

it seemed desirable to remove. It gave Government no power to appoint ports of survey outside the island of Bombay, although the same reason which exists for surveying steam vessels in the harbour of Bombay applies to vessels arriving in other ports subject to the jurisdiction of the Governor in Council. In the old Act there was no provision for the proper examination of engineers in charge of ship machinery ; but as the incompetence of engineers is one of the most probable and at the same time preventible causes of accidents, it is very desirable that there should be such a provision. Power has also been given to the Governor in Council to direct inquiry into the causes of explosions.

Exemptions from the operation of the Act.

The chief point of discussion was what vessels should be exempted from the liability to be surveyed under the Act. In the original draft it was proposed to exempt vessels provided with certificates from the Board of Trade, and the Select Committee added those holding valid certificates granted by the Government of Bengal or Madras, or by any British Colonial Government. With regard to these exemptions no doubt was raised ; but it was contended that vessels provided with certificates granted by the Lloyd's Association, or by the British Association of Underwriters, should also be exempted, and it was only after considerable discussion that it was decided it should not be so. A question was also raised as to the extent to which steam tugs, barges, and launches should be subject to the provisions disallowing port clearance to vessels which take out a certificated engineer, and exacting a penalty for plying without a certificated engineer. It was finally decided that some discretion should be allowed by inserting the words "wholly or partially". The Act is only applicable to British vessels, and in deference to the strongly expressed wishes of the mercantile community it was limited to vessels carrying passengers.

THE BOILER INSPECTION ACT.

Reasons for and object of the Act.

Another Act similar in its object and nature to that already described was passed during the year under review, and is now known as the Boiler Inspection Act, 1873. Its intention was to provide for the periodical inspection and the management by competent engineers of steam boilers

and prime movers attached thereto in the city of Bombay and within certain districts in the Presidency of Bombay. The necessity for such a measure has of late years been growing stronger, owing to the rapid extension of steam machinery; and two explosions which occurred at Broach and Ahmedábád, and which were believed to have been the result of ignorance on the part of those in charge of the boilers, tended to prove that a law for inspection only would be useless, unless it was accompanied by some provision for examining and ensuring the competence of engineers. Accordingly a bill founded on Bombay Act VI. of 1869, and which contained no such provision as that last referred to, was withdrawn, and the bill which eventually became the Act under notice was introduced in its place. It provides that no person who does not possess a certificate of competency under the Act will be deemed to be a fit and proper person to be in charge of a steam-boiler and prime mover, and a penalty is attached to the employment of unqualified engineers.

The principle of the bill was at first generally approved, but before the second reading it encountered considerable opposition both in the Legislative Council and in the public prints. The principal reasons urged against the measure were that it was not necessary, that there was no such law in England, that the number of casualties which had occurred was not large in proportion to the number of steam-boilers in use, that the Penal Code was sufficient for every purpose contemplated by the new Act, and that Government could not attempt to prevent accidents in the mode proposed without exercising injustice, hardship, or oppression. It was contended in answer to these arguments that the circumstances of this country are very different from those of England, where, although there may be no regular inspection of boilers, and engineers are not obliged to possess certificates of competency, there are associations which practically take those matters in hand; that, although accidents had not been numerous, the future could not be inferred from the past in such a case, as factories had hitherto been few, but were increasing

Arguments
against and
in support of
the Bill.

every day; that such matters could not be left in the hands of Magistrates to be dealt with under the Penal and Criminal Procedure Codes, because Magistrates had not sufficient technical knowledge to decide upon them; and, finally, that any oppression exercised by *employés* under the Act would be preventible by the provisions of the Penal Code. The motion for the second reading was carried by a large majority.

Principal provisions of the Act.

The details of the bill were also very fully discussed, and some modifications of the original draft were made, many of which tended to make the Act less capable of being used oppressively. It has been provided that if an inspector under the Act refuse to give a certificate to an engineer, he is bound to give his reasons in writing to the owner within 24 hours, and an appeal is allowed to the committee appointed under the Act. It has also been laid down that a person who has served for one year as a competent engineer shall be entitled to a certificate. Among other provisions eventually adopted may be mentioned the exemption from the operation of the Act of all steam-boilers attached to prime movers of not more than 10-horse power nominal, the object of which is to relieve from the liability to inspection and to the management by a certificated engineer steam pumps used for irrigation projects, paper manufactories, and such like. In Bombay Act VI. of 1869 it was left to Government to fix the fees for certificates granted after inspection, but it was deemed advisable to lay down in the Act under consideration a schedule of maximum fees. And to ensure periodical inspection, it has been provided that a certificate should not remain in force for more than 12 months. After the provisions of the draft were modified, the third reading was not opposed.

BOMBAY DISTRICT MUNICIPAL ACT.

Statement of objects and reasons.

The most important Act of the past year, however, though not perhaps that which elicited most discussion, was the Bombay District Municipal Act. The statement of objects and reasons is given in the Appendix (III.—A 1) and contains a very full and somewhat lengthy description of the reasons for changing the law. Owing to the nature of the subject the statement could not be brief, and it was deemed ne-

cessary to incorporate in it and publish the latter part of the Poona Committee's report. The draft drawn up by that committee was the frame-work of the new Act; but it has been considerably modified, and the Municipal Acts lately passed in the Council of the Governor General, as well as the bill which was passed in the Council of the Lieutenant Governor of Bengal, but vetoed by His Excellency the Viceroy, were largely made use of.

The law by which the municipalities of this Presidency have hitherto been mainly regulated is Act XXVI. of 1850. But its provisions are of a very elementary nature, and contain no general standard for framing the rules according to which municipalities should be worked. The consequence is, that different taxes are levied in different places, and there is no uniformity as to the kinds of nuisances which are punishable. The old Act was supplemented by others more recently passed. In Act II. of 1862 it was enacted that hospitals, dispensaries, and schools should be supported out of municipal funds; in Act IX. of 1862 that the powers exercised by Government under Act XXVI. of 1850 might be conferred on the Police Commissioners; and in Act I. of 1871 that it should be lawful to make municipalities pay for the cost of the police employed in municipal towns. The latter Act, however, has been in abeyance for some time. This fragmentary legislation was found to be very unsatisfactory, as a proof of which it may be mentioned that in Act II. of 1862 there is a clause to the effect that municipalities may pass grants for the watering of streets, while the watering of streets is provided for by Act XXVI. of 1850. A new law was, therefore, required for the good order and government of different places.

The principle of the bill was generally approved of in the first instance, but objection was taken to many of the provisions, and eventually the motion for the third reading was opposed by the Native members of Council. As some important changes have been made in the law by the new Act, it is deemed advisable to state briefly the principal provisions and the nature of the discussions to which they gave rise.

Reasons for
the measure.

The measure
opposed.

Institution of
Municipali-
ties.

Under the old law the people were left to petition for municipalities, and in practice it was found that some energetic Collectors or Assistant Collectors could induce a few inhabitants of a town to petition, and secure the institution of a municipality, whereas others took no such trouble. The consequence was that in some places considerable contributions were made for municipal purposes, but in others municipal matters were wholly neglected, and all that was done in the way of conservancy was paid for from the general revenues. The new law by putting the power of proposing the institution of a municipality in the hands of the Government does away with this source of inequality and inconvenience. The inhabitants have the privilege of objecting, and any objections will be duly considered by the Governor in Council. A similar provision is contained in Acts for other parts of India lately passed, and the Council were unanimously agreed as to the propriety of it.

Power of
Government
to group vil-
lages into one
Municipality.

The provision respecting the power of Government to mass together groups of village into one municipality excited much discussion. It was pointed out in its favour that there are already in existence many towns composed of a number of little villages, and that in many cases, if villages adjacent to towns were not included within municipal limits, the municipal revenue must suffer by goods being landed in them. It was contended on the other side that, although it was not the intention of the present Government to unite villages except for special reasons, an over-zealous Collector might disregard that intention, and connect a number of villages for the sake of making a municipality. The provision was eventually carried with the proviso that no cities, towns, or villages shall be united for the purposes of the Act which are separated by a distance of more than a mile of ground unoccupied by houses.

Division of
Municipali-
ties.

One of the leading features of the Act is to divide municipalities into two kinds—city municipalities and town municipalities, in the former of which Government may direct the whole or any part of the non-official members to be appointed by election. This is the first step towards carrying out the

great object of all municipal institutions, which is to foster the desire for self-government. But as it is productive of more harm than good to force self-government on them too soon, the power is reserved for those which show a desire and capability of properly exercising it.

A proviso was added to the section dividing municipalities into two kinds, to the effect that city municipalities should be introduced into those places only which contain a population of 10,000 or upwards, and that town municipalities should not be established in places containing less than 2,000 inhabitants. An amendment was proposed that no town municipality should be constituted in any municipal district containing 10,000 or more, and that neither a town nor a city municipality should be constituted in any municipal district containing less than 4,000 inhabitants. The principal object was said to be that city municipalities should necessarily be constituted in large towns of the former population, and it was contended that there was no reason why such municipalities should be deprived of the limited power of self-government which under the law hitherto in force has been enjoyed by the most insignificant municipalities. Some of the members of Council were also strongly opposed to forcing municipal institutions on small villages or primitive communities. It was urged, however, with regard to the former contention that there are many towns which, although containing a population of 10,000, are not fit to be city municipalities, and that the effect of the amendment would be to thrust an elaborate procedure on places unable to do it justice. Some discretion in the matter ought to be allowed to Government. The amendment was lost, but it may be mentioned that some concession had before been made to the second opinion above referred to. In the draft bill which was first read there was no limit laid down with regard to the places in which municipalities might be instituted, the reason of which was that it might be necessary to erect municipalities at places where fairs and jattras are held, but of which the population is ordinarily very small. The select committee, however, limited the places where ordinary mu-

Limitation of the places in which City and Town Municipalities respectively may be introduced.

municipal institutions might be introduced to those containing a population of at least 800, which was afterwards raised to 2,000; and to provide for the exceptional cases above mentioned it has been enacted that Government may establish temporary municipalities at places where fairs and jattras are periodically held for the purpose of religion or trade, and make special arrangements for the administration of such municipalities.

Power of Government to remove Municipal Commissioners of City Municipalities limited.

The limitation of the power of Government to remove Municipal Commissioners in city municipalities was generally approved; but a slight modification was made in the original proposal by substituting for those convicted of an offence punishable under the Penal Code persons sentenced to rigorous imprisonment for six months or longer. As the law now stands, only those who desire to be discharged, or who refuse or become incapable to act, or who are sentenced to rigorous imprisonment for six months or longer, or who without sufficient cause neglect to attend at two-thirds of the meetings during any 12 months at which it was their duty to be present, can be removed.

Power of suspending proceedings vested in the Presidents of City Municipalities.

At first it was proposed to give the president of a city municipality a veto, but this was strongly objected to on the ground that it was totally inconsistent with the system of self-government. Eventually for the power of a veto was substituted the power of suspending the operation of any resolution which may be carried against a minority of the Commissioners being not less than two-fifths of those who may have voted on the motion, and of referring the matter forthwith for the orders of the Governor in Council, whose decision shall be final.

Number of Members *ex-officio* in Town Municipalities.

The provision that in town municipalities not more than one-half of the whole number of Commissioners shall be persons holding salaried offices in the service of Government was also objected to as militating against the principle of self-government. An amendment to substitute one-third for one-half was lost.

Other provisions.

Other provisions which, however important, are not so intimately connected with the principle of the Act as those above

referred to, need not be described at length. With regard to taxation it was at first proposed that the Act should declare what objects it would be lawful to tax, but a discussion as to what the list should contain resulted in the whole being omitted. A proposal to fix a maximum of taxation was negatived, and this was by one member assigned as his principal reason for opposing the third reading. With regard to expenditure it has been enacted that municipalities may be called upon to contribute a portion, not exceeding one-half of their revenue, towards defraying the cost of police; while no limit has been fixed to the amount which may be expended on dispensaries, hospitals, and lunatic asylums. Considerable discussion took place on the question whether it should be compulsory for municipalities to defray a fixed proportion of the cost of primary instruction. It was at last decided that it should be left to the municipalities themselves to fix the proportion. It has been enacted that the several conservancy clauses shall be applied to all city municipalities, but in regard to town municipalities that they shall be applied in whole or in part only to such as the Governor in Council may direct. A proposal to leave it optional with town municipalities to adopt these clauses was negatived.

The bill to consolidate and amend the law relating to salt in the Bombay Presidency, though not of such wide importance as the District Municipal Act, was more prolific in discussion, and encountered more opposition both in the Council and on the part of the public. This was to be expected from the nature of the Act. The sole object is to prevent smuggling, but this necessitates provisions for resorting to stringent measures which cannot but be unpalatable to that section of the public to whom their operation may extend.

**BOMBAY SALT
ACT 1873.**
Opposition to
the measure
explained.

The gradual enhancement of the excise on salt had created a great incentive to smuggling, and the laws before passed for the protection of that branch of the revenue had proved ineffectual. The rate has been raised by progressive increments from 8 As. to Re. 1-13-0 per maund. The system of levying salt revenue has been different in different parts of

Reasons for
the measure.

the Presidency, and although this variety was undoubtedly a defect, it proved of use in determining the system under which the prevention of smuggling is easiest. In Gujarsat the salt-pans are held by Government, and the people manufacture salt under an implied contract. In Tanna, on the other hand, and in the Southern Division of the Presidency salt-pans and salt-works are the property of private individuals. The fact that the former system has proved effectual for the protection of the revenue, while the latter has not, indicated the direction which the new law ought to take, and it will be found that many of the provisions are intended to enlist the assistance of the proprietors of salt-works in the prevention of fraud.

Arguments
against the
measure.

The motions for the first and second reading of the bill were not opposed, but at the latter severe strictures were made both on the principle of the bill and on some of its provisions. It was asserted that the heavy duty now imposed on salt is a crying evil, and although it was not within the province of the Council to criticise the policy of the Government of India in this matter, as long as salt is heavily taxed there will be an incentive to smuggling. It was urged, however, that smuggling is not practised to any great extent in the Bombay Presidency. It was admitted that it is the duty of this Government to protect the revenue, but argued that that object would not be gained by the measure in question. The best thing to do to stop smuggling is to increase the number and pay of the preventive establishment. The proposed law, it was said, goes much further than giving powers to protect the revenue; its tendency is to extinguish the proprietary rights of the people, to check manufacture, and restrict the trade in salt, and it is calculated to entail peculiar hardship, not only on the proprietors of salt-works and traders in salt, but on the consumers, who form the whole population of the country.

Arguments in
favour of the
measure.

In reply the Council and the public were assured that oppressive measures were not contemplated by the Executive Government in introducing the measure, and it was pointed

out that Government itself is very largely concerned in the matter, and would be the greatest sufferer if any of its measures checked the production and consumption of salt. It was further shown that smuggling prevails to a great extent in the city of Bombay as well as in the other parts of the Presidency. It was urged that much smuggling takes place from the salt-works, and that it was not an unreasonable desire on the part of Government that proprietors should assist in its prevention. Special exemptions may be granted by Government in special cases, and so the provisions of the Act would not debar the export of salt to the Malabar Coast. With regard to the manufacture of salt being checked, it was shown that application for the opening of new salt-works had been made since the introduction of the bill. The Council and the public were assured that Government had no intention of interfering with vested interests, except for the prevention of smuggling.

Having indicated the nature of the arguments employed against the measure and in support of it, some of the leading provisions and the discussions thereon may be referred to. Under Act XXVII. of 1837 it was not necessary for a person to obtain leave to open a salt-work ; it was sufficient to give notice to the Collector. By Act XXXI. of 1850, however, the working of salt-pans, except under an official permit, was prohibited. By the new measure it was proposed to allow the manufacture of salt only under a license, but to prohibit the Collector of Salt Revenue from refusing a license to existing proprietors, except under certain circumstances in which Government had always had the power to stop works. The circumstances referred to were, that any salt-work which on an average of three years should not have produced at least 5,000 maunds a year might be suppressed. It was this provision which had the appearance of interfering with vested rights ; but when the holders of sanads granted by the British or any former Government were exempted from its operation, and the three years were made to mean the three years last preceding, it was not opposed.

Principal provisions.

Manufacture of Salt under a license only.

Responsibility of owners for employes.

To secure the co-operation of proprietors of salt-works in preventing smuggling, it was proposed that Government should have the power of suppressing a salt-work if any persons employed thereat were guilty of an offence against the provisions of the Act, unless the licensee could prove he took all due and reasonable precautions to prevent the misconduct. The reason assigned in support of the proposal was that owners of certain works carried out a regular system of smuggling, which was performed by coolies and the like, while they themselves remained in the back-ground. The argument against it was that to punish a master on account of the offence of a servant was unjust, but an amendment to omit the words "any of the persons employed thereat" was lost. It was still urged that it would be sufficient to make the owner liable if he were cognizant of the offence, but it was argued that cognizance could seldom be proved, though smuggling could not be carried on in a salt-work without the knowledge of the owner. Eventually, in lieu of the suppression of the salt-work, the punishment proposed was a fine of not above Rs. 1,000, and the provision was carried in this form.

Power of taking up Salt-works for the purpose of concentration.

Another provision proposed with the view of facilitating the prevention of smuggling was that Government might suppress a salt-work on paying the market value of it, and thus by concentrating works make the supervision more effectual. A similar power can be exercised under the Land Acquisition Act, and when it was conceded that the power should be exercised under that Act, the provision was not opposed.

Possession of more than 40 seers of Salt, except under permit, prohibited.

A section which excited much discussion was that which originally provided that, except within the city and island of Bombay, all salt exceeding 20 seers in quantity, not being in transit under cover of a permit, found within 10 miles from any salt-work, or land-customs station, or Government salt warehouse, or port or place appointed for the import or landing of salt in a building not licensed, should be held to be contraband. It was urged that in the houses of many wealthy Natives on certain occasions 20 seers of salt

are consumed in a few days. The quantity was eventually increased to 40 seers, and, to exclude the large towns of Gujarát, the words "Government salt warehouse" were omitted. In this form the section was agreed to.

Among other important provisions the following are worthy of mention. Power has been given to Government to lay down rules for regulating the storage and removal of salt, as also the manner of removing and packing in the case of export by sea. Experience having shown that persons often take only the larger crystals, and that the refuse is smuggled, it has been provided that Government may order the latter to be stored, and, in case this order is not obeyed, to be destroyed. Other provisions.

Finally, it may be mentioned that the third reading of the bill was opposed by the Native members of Council; but, as the reasons assigned do not differ from those which have already been mentioned as urged against the bill on its second reading and against several of the provisions, they need not be repeated. The motion for the third reading was carried, and the bill accordingly passed by the Council, and eventually received the assent of His Excellency the Viceroy. Opposition to the third reading.

During the year under review a bill to amend the law relating to hereditary offices was withdrawn in favour of another, which at the close of the year was still under the consideration of the Council, but which has been lately passed by it, and submitted for the assent of His Excellency the Viceroy. The subject has been under the consideration of Government for many years past. Conferences have from time to time been held, which have been attended by the most able and experienced Collectors from different parts of the Presidency. The bill was translated, widely distributed, and the fullest and freest criticism was invited and received from all quarters. An account of the Course of Legislature would hardly be complete without some description of the scope and objects of a measure which during the year under review engaged so much of the attention of the official world generally, although it was not in an advanced BILL TO AMEND THE LAW RELATING TO HEREDITARY OFFICES.

Object and character of the Bill.

stage at the close of the year. The object and character of the bill is stated at some length in the Appendix (III.—A 2). Briefly, the end sought to be attained is to strengthen and build up from their foundations the ancient village forms of Government as they are found to exist in the offices of patel or headman, of kulkarni or accountant, of watchman, and of mhar or man of all work. The way by which it is hoped to utilize and to maintain the old village system are, 1st, by enacting and enforcing the common law of the country against the alienation of watan property, and by providing a means for enforcing the remuneration, by payments in kind, of the humble but valuable services of the watchman and mhar; 2nd, by regulating the manner in which appointments to the offices of patel and kulkarni are for the future to be made, and by putting a stop to the demoralizing and objectionable mode of proceedings which has hitherto prevailed on these occasions; 3rd, by defining the obligations and the liabilities of the holders of these hereditary offices. The fact cannot be concealed that the inevitable tendency of our centralized system of administration, with its precise and uniform laws and regulations, must be to emasculate the vigour and to contract the freedom and the latitude of action which were the characteristics of the form of separate village government. These ancient institutions cannot, therefore, be restored to their original political power; but no unimportant task will have been accomplished if the valuable remnants of these institutions be gathered up, and utilized, and adapted to the wants and requirements of the present day.

Principal provisions.

Provision for adequate remuneration.

The principal provisions by which it is attempted to preserve, as far as possible, the status of the village officers and to stay the process of disintegration which has so rapidly set in of late years, may now be briefly reviewed. In the first place the all-important necessity of providing adequate remuneration has been recognised. To this end the most effectual and stringent provisions have been made against the alienation of watan property. Under Native Governments fixed cash salaries were hardly known, and

the cost of the administration was mainly defrayed by assignments of land. While it is obviously hopeless to expect efficient service without adequate remuneration, it is equally clear that it would not be possible on financial grounds to increase the pay of a vast host of officials scattered over every part of the country, except by having recourse to additional taxation to an extent that could not be thought of. For this reason it is necessary to jealously guard the assignments which have from of old been attached to these offices, and prevent their being alienated and falling into the hands of money-lenders. In the steps taken in this direction the common law of the country has been enforced and enacted, and the policy accords with the feelings of the people themselves, especially as it has been accompanied by the concession of the unreserved right of adoption.

Provision has also been made for the enforcement of the payments in kind due to the watchman and the mhar by the villagers. In the Deccan especially it has been long felt that some such provision was necessary, and that it was a perfect mockery to tell these people to enforce their rights against the village at large by means of a civil suit. There can also be no doubt that the villagers have frequent cause for complaint against this class of servants for not doing their work properly. The relative duties and obligations of the parties are so indefinite and obscure that it would be hopeless to attempt to provide for their precise performance. It has, therefore, been thought best to provide for the adjustment of disputes by reference to the ancient village panchayat or jury. The Government are quite alive to the objections that exist to any official interference being exercised in these matters, and care will be taken in the executive instructions which will be issued for the working of the Act to enjoin on Collectors and their Assistants the greatest caution in the exercise of their power, and to abstain from interposing their authority except in cases where it is clearly proved that one or other of the contending parties is persistently in the wrong.

Provision for enforcing the payment of the Watchman and Mhar, and the performance of their duties.

Regulation of
appointments
to the office of
Patel and
Kulkarni.

The most difficult and perplexing question which has been dealt with is the manner in which appointments to the hereditary offices of patel and kulkarni are to be regulated. Very great difference of opinion has been found to prevail amongst our oldest and best authorities regarding the subject of officiating by rotation. It may be safely assumed that there was no precise or uniform system, and that in the case of patels at all events the strongest and most influential member of the watan managed to keep all the power and authority of the office in his own hands. No precise and uniform legal rules for nominating to these offices have hitherto been laid down, and the consequence has been the prevalence of the great confusion with its attendant evil results which it is the object of the bill in question to put a stop to. It has been provided that the custom of the watan anterior to the introduction of Act XI. of 1843 shall be enquired into by an officer of not lower standing than an Assistant or Deputy Collector, and that, after the parties have had a full opportunity of adducing their proofs and urging their claims, a register is to be prepared containing a list of those entitled in their own right to hold office. Looking to the future ramifications that must inevitably arise from the growth and multiplication of the offspring of the people thus registered, the principle of primogeniture has been insisted on, and all further sub-divisions with the confusion inseparable therefrom will be prevented. Encroachment on the rights and privileges of the other members of the watan except in the matter of service has been carefully guarded against, and it has been provided that they shall be eligible for service as deputies of the men entered in the registers. By an amendment carried after the second reading it has been attempted to relax the hard and fast rule of fixed order of rotation, and the representative watandars have been allowed to meet together and to appoint an officiator by the voice of a majority, including the man whose turn it is to serve. By these means it is hoped that uniformity and system in nominating to these appointments will be secured, and that the objectionable

and demoralizing practices which formerly prevailed will be done away with. Much will depend on the judgment and discernment of the officers who superintend the preparation of the registers. It will be the duty of Government to furnish them with as precise rules as possible for their guidance, and they will be strictly enjoined to interfere as little as possible with the past, and not to re-open old disputes and feuds. Provision has been made to prevent decisions which have been arrived at after full enquiry before a competent and trustworthy officer being disturbed, and as regards existing registers it will be necessary to make alterations only in cases where palpable wrongs and innovations have sprung up since the introduction of Act XI. of 1843. Cases which come under decision for the first time will be dealt with in a liberal spirit and in conformity with the sentiments of the watandars themselves.

One point regarding which there was a difference of opinion in the Council was the principle of joint responsibility contained in the bill. It was admitted that the provisions of the existing law on the subject were merely re-enacted, but urged that this was no reason why the provisions should stand, that education is spreading, and may take away watandars from the actual scene of their watans to places where they may be educated, that under such circumstances one man should not be held responsible for the deeds of another over whom he may have no control whatever, and that above all the abolition of the elective principle had altered entirely the responsibility of the watandars for the conduct of the officiator in whose selection they have now no potential voice. But looking to the organization of Native village society, where every man's character and pursuits are so well known to his neighbour, it would be impossible for any systematic or organized crime to be perpetrated and shielded by the Government village officers without the cognizance of the other watandars, and it would, therefore, be impolitic to relieve them from the responsibility of giving information. Judging from the past, there is no fear of the power reserved by Government being exercised in a harsh and hasty manner.

Joint responsibility of Village Officers.

Joint respon-
sibility of
Mhars.

The principle of joint responsibility has been laid down for the first time in the case of the crime of cattle-poisoning, of which the mhars of the village are often believed to be guilty, either from motives of revenge on account of non-payment of their dues, or in order to obtain the skins of the animals. This is a crime which is most difficult to detect and punish, and which entails the most ruinous consequences on the ryots. The provision making all jointly responsible is worded in a very guarded manner, and is believed to be most necessary for the prevention of crimes. And here again the power of punishment is reserved to Government alone, and will certainly never be exercised except in very flagrant and extreme cases.

The provi-
sions of the
Bill with some
exceptions
unanimously
approved.

Most of the provisions of the bill as it now stands were unanimously approved by the Council. As above mentioned that maintaining the existing law relating to the joint responsibility of watandars was objected to, and one member also differed with the policy laid down respecting alienations. It was also said that further administrative experience might suggest improvements in the provisions respecting representative watandars, and that the sections defining the rights and duties of village officers and the mode of remunerating them, as also the provisions referring to the duties of and registers to be made about mhars, are innovations which will require to be carefully worked. But the Council was not divided on any of these questions, and the third reading was carried unanimously.

Other Bills.

It is not deemed necessary to describe in detail any of the other bills which were pending in the legislature at the close of the year. The Road Tolls Bill has been submitted for the assent of His Excellency the Viceroy, and, if it becomes law, will be described in a future report. Neither the Bombay City Survey Bill nor the Bombay Jails Bill had been read a second time when the year closed. The Mofussil Burial and Burning Ground Bill, stated in the report for 1872-73 to have been passed and submitted for the assent of His Excellency the Viceroy, was vetoed by His Excellency. The only other bills mentioned in the Ap-

pendix (III.—A 2) are two which were withdrawn in favour of others already described.

POLICE.

BOMBAY CITY POLICE.

The total strength of the police force of the town and island of Bombay during the year under review was the same as during the previous year. At the beginning of the year there were 1,124 Municipal Police, and 278 Government Police for harbour duty and guarding public offices. In the course of the year, however, 16 of the former and 39 of the latter were dismissed, and the resignations were respectively 3 and 6 in each branch.

Strength of
the Bombay
City Police
Force.

The total number of cases brought up by the executive or Town Police in 1873 was 13,788, including 59 persons whose cases were undisposed of at the end of 1872, and also 37 persons under remand at the close of 1873. The number of these persons convicted was 12,255, or 92 per cent. This proportion is the same as in the previous year, and testifies to the continued care and discrimination exercised by the police in the apprehension of offenders. The number of seamen's cases brought up by the Water Police was 258, in which 168 convictions took place, or a percentage of 70. An increase of over 100 per cent. in the number of cases of abusing and torturing animals is probably the result of greater vigilance on the part of the police. Of 423 persons prosecuted for this offence 416 were convicted. The supervision over weights and measures used by shopkeepers also appears to be improving. 112 persons were brought before the Magistrates for possessing false measures in 1873 as compared with 27 in the previous year, and convictions were obtained in all but 6 instances. The estimated value of the property stolen in 1873 was Rs. 85,005, of which articles to the value of Rs. 64,592 were recovered. The percentage of recoveries was thus 76 in 1873 against 71 in 1872, a result which surpasses that obtained in any Mofussil district, and is deemed very creditable to the force.

Working of
the Bombay
City Police.

DISTRICT POLICE.

Strength and
Cost of the
District
Police.

The total strength of the District Police force at the end of the calendar year 1873, exclusive of the 3 Police Commissioners, was 17,582. Of these 7,424 were under the Commissioner of the Northern Division, 6,885 under the Commissioner of the Southern Division, and 3,273 under the Commissioner in Sind. The total cost is given as Rs. 30,12,783, of which Rs. 29,47,299 were debited to Provincial Services, and Rs. 1,13,394 were paid from other sources. In the Appendix (III.—B 1) will be found a statement showing in detail the strength and cost of the police in each district and how they were distributed and employed.

Northern Di-
vision.

Of the total force above shown for the Northern Division 15 officers and 69 men were engaged for the Bária and Peint States and the Kelve Mahim Municipality. The total cost of the police in this division during the year was Rs. 12,17,121, of which Rs. 11,94,307 were charged to police and Rs. 22,814 to private bodies and other departments. Taking the area at 33,889 square miles, as given in last report, and the population at 5,895,228, there is 1 policeman to every $4\frac{1}{2}$ square miles and to every 794 persons. The proportion varies in each district: in Gujarát it is generally about 1 to every 3 square miles; in the Marátha districts 1 to every 5 square miles; but Násik has only 1 to every $11\frac{1}{4}$ square miles. The Panch Maháls has comparatively the strongest force, but this is owing to the political considerations which require the maintenance of a strong Bhil corps. The above calculations are made by comparing the total strength of the police with the total area and population; but it will be observed from the statement in the Appendix (III.—B 1) that only 895 officers and 4,154 men are entered as employed on general district duty; the rest are employed in the guarding of jails, lock-ups, and treasuries, in the escort of prisoners, and in towns and cantonments.

Southern Di-
vision.

The total strength of the police of all grades in the Southern Division has been shown to be 6,885. The cost is given as Rs. 11,01,809, of which Rs. 10,88,021 were paid from

Imperial or Provincial revenues and Rs. 13,788 from other sources. In last report the area of the division was given as 43,781 square miles, and the population as 7,620,575. A comparison of these figures with the total strength of the force gives a proportion of 1 policeman to every 6.38 square miles, and to every 1,111.68 persons. But if the portion of the constabulary employed on duties not directly connected with the detection of crime, such as the guarding of jails and treasuries, and as orderlies, personal escorts, &c., be deducted, the proportion of police is 1 to 8.37 square miles, and to 1,456.81 persons.

The total strength of the police force in Sind was 3,273, ^{Sind.} and the cost Rs. 6,93,803. Of the latter amount Rs. 6,64,971 were debited to Provincial Services, and Rs. 76,792 paid from other sources. The proportion of police to area was 1 to 10.6 square miles and 1 to 469 souls.

The number of police specially employed during the year ^{Additional} 1873 on the occasion of fairs or other large assemblies was ^{Police.} not considerable in any of the divisions. Only 1 officer and 9 men were so employed in the Northern Division at a cost of Rs. 368 to Government, and Rs. 36-11-1 to private or local funds. 78 men were engaged in the Southern Division for a few days, the whole cost (Rs. 131) being paid from private or local funds. In Sind 2 officers and 155 men were similarly employed, at a cost of Rs. 326-0-4 to private or local funds. Additional police were quartered as punitive measures in 18 places. 11 of these cases were in the Southern Division, 10 officers and 42 men being employed, and the total cost including all contingencies being Rs. 2,015-4-9. 6 were in the Northern Division, 7 officers and 26 men being employed at a total cost of Rs. 4,366-8-0; and 1 was in Sind, but only one man was employed, and the cost was Rs. 300 for the 12 months.

A second statement in the Appendix (III.—B 2) shows Equipment. the equipment, discipline and general internal management of the District Police force during the year under review.

It will be observed that of the whole force employed, 8,829 were armed with fire-arms, 6,036 were armed with swords or swords and batons, and 3,137 had batons only. In the Northern Division and in Sind almost all have either fire-arms or swords, 12 in the former and 8 in the latter division being provided with batons only. In the Southern Division, on the other hand, as many as 3,117 out of the total number of 6,385 have batons only. Political considerations require that the force in Sind should be well equipped; and the same reasons exist to a greater extent in the Northern than in the Southern Division.

Conduct.

Tested by the number of its members punished, the general conduct of the police force of the Presidency proper was better in 1873 than it was in the previous year. 2,344 men and officers were punished in 1873 as compared with 2,673 in 1872. In the Southern Division the number punished was 765 against 924 in 1872; and in the Northern Division the numbers punished in 1872 and 1873 were respectively 1,749 and 1,579. The number (321) of police officers actually dismissed in the year under review was materially higher than the number (249) in 1872, but there has been a considerable decrease in the number punished by fines suspension, &c. Government have expressed an opinion that it is better at once to dismiss a police officer who has shown himself thoroughly careless and inefficient than to retain him in the force, and constantly fine or degrade or suspend him. In some districts many men were found deserving of pecuniary rewards. It seems desirable to give substantial encouragement to police officers for good conduct as well as to punish them for misbehaviour. The general conduct of the Sind Police Force, on the other hand, judging from the number of its members punished, seems to have been less satisfactory in the year under review than in 1872. 153 officers and men were dismissed for misconduct, being 10 less than in 1872; but 102 were punished judicially by the Criminal Courts, and 648 were punished departmentally by fine, suspension or degradation. In Haidarábád 38 per cent. of the officers and men were punished during the year.

A steady improvement is noticed in the education of the police force. In the Presidency proper the number of men and officers able to read and write in 1873 was 3,988, or 667 more than in 1872, while the number of those receiving instruction in reading and writing during the year was 2,504 as compared with 1,432 in 1872. In Sind the number of officers and men able to read and write has increased from 448 in 1872 to 577 in 1873. There is still, however, much room for improvement. The proportion of men of all ranks who can read and write is only 80 per cent. in the Southern Division, 26 per cent. in the Northern Division, and 15 per cent. in Sind. Government have impressed on Superintendents of Police the necessity of further perseverance in this important matter. The better educated the police are, the more efficient they are likely to be. Education.

The general health of the police seems to have been very much the same during the year under review as in the previous year. The death-rate in the Northern Division was 1·3 per cent., in the Southern Division 0·848 per cent., in Sind 2·06. The percentage of the total strength of the force of the Southern Division in hospital during the year was 21·95; the percentage in the Northern Division and Sind has not been reported. Health.

Of the whole officers and men employed in the district police during the year, 37 were Europeans, 14 Eurasians, 58 Native Christians, 7,414 were Mahomedans, 8,193 Maráthas, 703 Brahmans, and the rest were other Hindus and of other religions. All the Superintendents and Assistant Superintendents were Europeans; the Eurasians and Brahmans were mostly employed as subordinate officers. The proportion of Mahomedans was largest in Sind; and in the Northern and Southern Divisions the proportion of Mahomedans to total strength was about the same. More Maráthas are employed in the Southern Division than elsewhere. Nationality.

The working of the police in the Presidency proper during the year under review will appear from the following facts. Working of the District Police in the

Presidency proper. Cases investigated. 26,285 cognizable offences are stated to have been committed in 1873, in addition to which 561 cognizable offences were reported in 1873, which had been committed in previous years, thus raising to 26,846 the total number of cognizable offences brought to the notice of the police in the year under review. Of these cases 25,553 were actually inquired into by the police. All but 17 of the 14,269 crimes reported in the Southern Division were investigated by the police, but of the 12,577 offences reported in the Northern Division, only 11,301 were inquired into by the police. In about 10 per cent., therefore, of the cases reported in the Northern Division no police investigation appears to have been made.

Proportion of convictions to cases reported and cases investigated. The following table shows the proportion of cases reported convicted and of cases investigated convicted in each district:—

District.	Percentage of Cases reported convicted.	Percentage of Cases investigated convicted.	
	1873.	1872.	1873.
Ahmedábád	66	77	81
Panch Maháls	49	68	68
Tanna	51	62	67
Surat	53	68	66
Kánara	61	52	61
Násik	58	47	56
Ahmadnagar	57	59	57
Belgaum	54	53	54
Ratnágiri	50	50	51
Khándesh	49	49	49
Sholápur	43	47	43
Broach	42	52	42
Kolába	41·7	46	41·7
Kaira	41	40	41·5
Sátára	40·7	44	40·7
Kaládgi	35	54	35
Poona	32	40	32
Dhárwár	23	26	23

In this list the districts are arranged in order of merit judged by the test of the proportion of cases investigated convicted in 1873. It is, however, perhaps questionable whether the proportion of cases convicted to cases reported should not

be regarded as the real criterion. If considered from the latter point of view, considerable alterations in the places of the various districts in the order of merit would be required, and notably the Panch Maháls would descend from the second place, which would be occupied by Kánara, to the ninth; Násik would come third instead of sixth; and Ahmadnagar, Belgaum, Surat and Ratnágiri would take precedence in the order named of Tanna. Judged by either and both tests Ahmedábád holds the first place. The percentage of investigated cases convicted in the Panch Maháls and the Tanna and Surat Districts is also high, but a large number of the cognizable cases reported in those districts were not inquired into by the police. In Kánara a considerable improvement in the percentage of cases convicted is to be observed. In Ahmadnagar the percentage of cases convicted exhibits a slight reduction as compared with that in 1872. The Násik District Police did much better in the year under review than in the previous year, the percentage of cases convicted having risen from 47 to 58. The results obtained by the Ratnágiri and Khándesh Police were almost exactly the same in 1873 as in 1872: a conviction was obtained in one of every two cases inquired into. In the remaining eight districts the percentage of cases investigated convicted varied from 43 in Sholápur to 23 in Dhárwár. Taking the aggregate results in both divisions it appears that of the 26,846 cases reported 12,459 or 46 per cent. were convicted, whilst convictions were obtained in 49 per cent. of the cases actually investigated by the police. In the Southern Division the percentage alike of cases convicted to cases reported and of cases convicted to cases investigated was 42, whilst in the Northern Division the percentage of cases convicted to cases reported was 52, and of cases convicted to cases investigated 58—the comparison being thus decidedly in favour of the Northern Division. In 1872 the proportion of cases investigated convicted was 45 per cent. in the Southern and 55 per cent. in the Northern Division. In the year under review, therefore, the police in the latter division have been more successful in obtaining convictions in cases than in 1872, whilst the

police in the Southern Division on the contrary have accomplished less.

Murders.

The number of murders investigated during the year, including several cases reported in 1872 but only brought under inquiry in 1873, was 186. In 92 or about 50 per cent. of these cases convictions were obtained, 35 or 43 per cent. of the 81 cases investigated in the Northern Division and 57 or 54 per cent. of the 103 cases investigated in the Southern Division having been convicted. In the Northern Division the most favourable results were obtained in Ahmedábád, where 7 out of 10 cases were convicted, in Broach where 8 out of 9 were convicted, and in Tanna and the Panch Maháls where 50 per cent. of the cases inquired into were convicted. In Kaira in 3 only out of 10 cases were the murderers brought to justice, whilst in Násik of 8 cases investigated and 32 persons arrested only 2 cases were convicted and 2 persons found guilty. In Surat 6 cases were reported and 28 persons apprehended, but in not a single instance was a conviction obtained. In the Southern Division the Ahmadnagar, Kaládgi, and Sátára Police have done best, 9 out of 11 cases in Ahmadnagar, 8 out of 11 in Kaládgi, and 11 out of 15 in Sátára having been convicted. In Dhárwár, Poona and Sholápur half the cases inquired into were convicted. In Belgaum only 6 out of 23 cases investigated and 17 out of 95 persons arrested were convicted.

Culpable homicide not amounting to murder.

The number of cases of culpable homicide not amounting to murder reported in 1873 was 67 against 78 in 1872, the number in the Northern Division and Southern Division being respectively 40 and 27. 31 cases were convicted—17 in the Northern Division and 14 in the Southern Division. In the Panch Maháls and Tanna the police were least successful; only 1 in 5 cases in each district being convicted. Offences of this description were most numerous in Ahmedábád, Poona, and Kaládgi, and in each of those districts about 50 per cent. of the cases investigated were convicted. In Kaira and Surat the number of cases was less, but the proportion of convictions greater. In Ratnágiri and Sholápur the very few cases reported were all convicted.

In addition to 112 cases of dacoity reported in 1873, 14 ^{Dacoities.} committed in 1872 were investigated in the year under review, making the total number of cases inquired into in the year 126. Convictions were obtained in 45 or 36 per cent. of these cases, the proportion of cases investigated convicted being in the Northern Division 35 per cent., and in the Southern Division 36·5 per cent. 658 persons were arrested in connection with charges of dacoity during the year. 66 of these persons remained untried at the end of the year, but of the remainder 191 or 32 per cent. were convicted, the rest being released or acquitted. This shows that on an average 2 out of every 3 persons apprehended were discharged. In some districts, however, the results were more satisfactory. In Násik, 5 out of 6 cases reported were convicted, and 32 of the 59 persons apprehended sentenced. The Kaira Police obtained the conviction of 18 of the 27 persons arrested in 4 of the 6 cases reported. 3 dacoities were investigated by the Panch Maháls Police, but only 4 persons were arrested, of whom, however, 3 were punished. The results in the Sátára District, where 4 out of the 7 cases inquired into, and 30 of the 66 persons arrested were convicted, are above the average. In Belgaum convictions were obtained in 4 of the 6 cases investigated, but only 7 of the 31 persons apprehended were found guilty. In Surat 2 out of 5 cases and 6 out of 17 persons arrested were convicted. Of the 3 cases reported in Broach only 1 was convicted. The returns submitted from the majority of the other districts are unsatisfactory.

The total number of cases of robbery investigated in 1873, ^{Robberies.} including cases which occurred in 1872, was 464, of which 134 were convicted. In the Northern Division convictions were obtained in 35 per cent. of the cases of robbery inquired into, whilst in the Southern Division the proportion of convictions was only 24 per cent. Kaira, Kánara, and Ratnágiri were the only districts in which in 50 per cent. of the robberies committed the offenders were detected and punished. In Ahmedábád and Tanna almost half the cases investigated and half the persons arrested were convicted. In the remaining districts the result was less satisfactory.

Theft.

Including cases committed in 1872 but only brought under inquiry in the year under review, 13,475 cases of theft were investigated by the police in 1873. In the Southern Division 41 per cent. of the cases inquired into were convicted, whilst in the Northern Division the proportion of cases investigated convicted was 51 per cent. The following tabular statement shows the proportion of reported and investigated cases of theft convicted in each district, the districts being placed in order of merit :—

District.	Percentage of Cases investigated convicted.	District.	Percentage of Cases investigated convicted.
Panch Maháls	61	Khándesh	48
Násik... ..	60	Kaira	46
Ahmedábád	58	Sátára	44
Kánara	57	Sholápur	43
Ahmadnagar... ..	55	Broach	42
Belgaum	54	Kolába	42
Tanna	54	Kaládgi	40
Surat... ..	48	Dhárwár	28
Ratnágiri	48	Poona	36

The results obtained in the first seven districts in the list, and especially in the Panch Maháls and Násik, are satisfactory. In Surat, Ratnágiri, and Khándesh the proportion of cases in which the thieves were discovered and punished is a little below one-half of the total number of cases. The Kaira Police were somewhat less successful. The results in the other districts are not so favourable.

Receiving stolen property.

The number of cases of receiving stolen property was 917 in 1873, or 76 less than in 1872. In the Northern Division 76 per cent. and in the Southern Division 68 per cent. of the cases reported were convicted. The returns in so far as they relate to this crime are on the whole more favourable in the year under review than they were in 1872.

House-breaking.

The last class of cognizable crime calling for separate notice is house-breaking in order to the commission of theft or other offence. The total number of cases of this description

investigated was 1,700: of them 486 or 28·6 per cent. were convicted, the proportion of cases investigated convicted being 29 per cent. in the Southern Division and 28 per cent. in the Northern Division. The results on the whole of the operations of the police generally in connection with this variety of serious crime are not satisfactory.

The total estimated value of the property stolen in 1873 is reported to have been Rs. 7,80,836, or Rs. 84,999 less than the amount stolen in the previous year. Out of this property to the value of Rs. 3,25,056 was recovered, the total percentage of recoveries being 41·6 as compared with 41·3 in 1872. In the Northern Division alone the proportion of recoveries was 38·3 per cent. against 39·8 per cent. in 1872, showing a falling off of 1·5 per cent., whilst in the Southern Division an increase from 42·7 per cent. in 1872 to 44·4 in the year under review is reported. Taking each district separately the results were as follows:—

District.	Percentage of stolen property recovered.	Increase as compared with 1872.	Decrease as compared with 1872.
Ratnágiri	67	12	...
Sholápur	53	24	...
Poona	52	...	8
Kánara	50	...	4
Belgaum	50	...	...
Broach	50	..	3
Tanna	47	...	5
Sátára	47	15	...
Ahmadnagar... ..	47	...	28
Panch Maháls	44	...	1
Kaira	39	11	...
Khándesh	39	...	...
Násik... ..	37	...	13
Kalásdgi	33	...	10
Ahmedábád	31	2	...
Surat... ..	30	...	6
Kolába	29	...	8
Dhárwár	23	8	...

It is not necessary to dwell here on the returns of non-cognizable crimes committed during the year. In the vast majority of instances the only duty which devolves upon the police in connection with such offences is that of serving the

Non-cognizable Offences

processes issued by the criminal courts on the accused and the witnesses. The amount of this description of work done by them during the year may be roughly inferred from a simple statement of the number of such crimes investigated and of the persons proceeded against. The total number of non-cognizable cases in 1873 was 28,087 or 739 less than in the preceding year. In the Northern Division alone the number was 13,246 against 14,904 in 1872, exhibiting a diminution of 1,658 cases. In the Southern Division the number rose from 13,872 in 1872 to 14,791 in 1873. The aggregate number of persons proceeded against in 1873 on charges of non-cognizable offences was 57,331 against 59,071 in 1872. For the success of the prosecution or punishment of the offender the police were in no wise responsible, and accordingly the general results of the investigations will be more appropriately described in the section on Criminal Justice.

Working of
the Sind
Police.
Cognizable
Crimes inquir-
ed into.

The number of cognizable crimes inquired into by the Sind Police during the year was 8,409, or 367 more than in 1872. Convictions were obtained in 4,533, or 53 per cent., of the cases investigated, showing an improvement of almost 7 per cent. as compared with the results in 1872. The Upper Sind Frontier District, which in 1872 was the lowest in order of merit, in the year under review heads the list with a percentage of 62. Next comes the Shikárpur District, in which 60 per cent. of the cases investigated resulted in convictions as against 56·6 per cent. in 1872. The percentage in the Haidarábád District rose from 51·7 to 56·7, and in Thar and Parkar from 41·8 to 48·7. The police were, judged by this test, least successful in the Karáchi District, where only in 47·5 per cent. of the cases inquired into were convictions obtained. In 1872, however, the percentage in that district was but 42·4.

Murder and
culpable
homicide.

It is satisfactory to note that the number of murders (23) reported to have been committed in Sind in 1873 was 18 less than in 1872. As in previous years, so in 1873 murders were most numerous in the Shikárpur District, where 8 crimes of this description were reported. In the Haidarábád

District 6 murders were committed, and in the Upper Sind Frontier District 5, whilst in the Karáchi District only 3, and in Thar and Parkar but 1 murder case occurred. Two murders committed in 1872 were investigated in the year under review. In 15 of the 23 cases inquired into convictions were obtained. It is creditable to the Haidarábád Police that the guilty persons in every case of murder in that district were discovered and punished. In the Shikárpur District the offenders in 5 of the 8 cases reported were brought to justice, and a conviction was obtained in the solitary case in Thar and Parkar. The results in the Karáchi and Upper Sind Frontier Districts were less favourable; in the first-mentioned district the murderers in two cases remained undetected, whilst in the latter district in only one case the offender was punished. In all, of 47 persons apprehended (of whom 43 were put on their trial) 18 were convicted, giving a percentage of 38·3 as compared with 30·5 in 1872. 7 cases of attempt to murder were reported in 1873, being 2 in excess of the number in the preceding year. Of culpable homicide not amounting to murder there were 14 cases, or 2 less than in 1872. 6 cases of this nature were reported in the Haidarábád District and 6 in the Shikárpur District. In 10 cases convictions followed the prosecution.

An increase is perceptible in the number of cases of rape and unnatural offences. Of the former offence 15 cases were reported—7 being in the Shikárpur District—and of the latter class of crime 15 cases were investigated. In 3 cases of rape and 5 of unnatural offences the persons arrested were convicted. In 6 of the 7 alleged cases of rape in the Shikárpur District the accused persons were discharged or acquitted. In the number of cases of grievous hurt and hurt by means of dangerous weapons a considerable decrease is to be noted, the numbers having been 41 and 45 respectively in the year under review as contrasted with 52 and 57 respectively in 1872. In 68·3 per cent. of the cases of grievous hurt the culprits were punished, whilst convictions were obtained in 51·1 per cent. of the cases of hurt by dangerous weapons.

Rape, Unnatural Offences, and Grievous Hurt.

Other serious offences against person and property. Cases of serious offences against person and property, or against property only, were far more numerous in 1873 than in 1872, as whilst in the latter year only 705 offences of this nature were reported, their number rose to 907 in 1873. In the number of robberies of all classes there is a slight decrease of from 23 to 21. The operations of the police in connection with this class of offences were attended with even less success in 1873 than they were in the previous year; for whilst in 1872 convictions were obtained in 44·3 per cent. of the cases of house-breaking inquired into by them, in the year under review the proportion was only 35·9 per cent. The Shikárpur Police appear comparatively to the greatest advantage, as in 42·6 per cent. of the cases investigated by them, the house-breakers were captured and punished, whilst in the Haidarábád District the guilty parties were convicted in only 35·8 per cent. of the cases inquired into, and in the Karáchi District convictions were obtained in but 25·6 per cent. of the cases reported. In each of these three districts the results in 1873 contrast unfavourably with those in the preceding year.

Minor offences against property. The number of cases of minor offences against property investigated in 1873 was slightly lower than that in 1872, the numbers being respectively 5,220 and 5,349. Under this head are comprised cases of ordinary theft and of the crime peculiar to Sind, cattle-stealing. The following statement exhibits the statistics connected with the latter crime in 1873 as contrasted with those for the preceding year:—

Cattle-stealing.

District.	Number of Cases investigated.		Percentage of Cases investigated convicted.		Percentage of Persons arrested convicted.		Percentage of Stolen Property recovered.	
	1872.	1873.	1872.	1873.	1872.	1873.	1872.	1873.
Karachi ...	785	703	29·3	45·5	46·6	51·2	81	81·2
Haidarábád ...	676	596	46	52·7	54·5	59·6	76·9	83·8
Shikárpur ...	290	359	51	39·6	48·7	37·8	86·8	80·8
Upper Sind Frontier	57	45	42·1	64·4	45·3	44·3	82·6	83·6
Thar and Parkar...	234	187	44·4	60	38·8	40·8	86·3	83·9
Total...	2,042	1,980	40	48·4	48·6	49·1	81·5	82·5

The general results of the year under review as compared with 1872 are, therefore, a small reduction in the number of cases investigated—the number of cases reported was 1,953 against 2,027 in 1872—an increase to a considerable extent in the percentage of the cases inquired into in which the offenders were detected and punished, and a very slight increase in the percentage of persons apprehended convicted and of stolen property recovered. According to the figures given in the above statement the Haidarábád Police appear to the greatest advantage. The Commissioner in Sind is, however, of opinion that many thefts of cattle were committed in that district in 1873 which do not appear at all in the returns, either because the owners of the stolen animals thought it useless to report their losses to the police, or because when such reports were made to subordinate police officers the latter took no steps to discover the thieves. Strict orders have been issued with the view of ensuring more minute supervision over the subordinate police officers, of inducing them to report every complaint of cattle-stealing, and of encouraging the owners of stolen animals to report their losses.

Cases of ordinary theft numbered 2,593 in 1873, or 254 ^{Ordinary Theft.} less than in the previous year. The following table shows the result of the operations of the police in connection with crimes of this description in 1873 as compared with those obtained in 1872:—

District.	Number of Cases investigated.		Percentage of Cases investigated convicted.		Percentage of Persons apprehended convicted.		Percentage of Stolen Property recovered.	
	1872.	1873.	1872.	1873.	1872.	1873.	1872.	1873.
Karachi ...	1,119	1,053	41·7	39	53·9	58	42	51·5
Haidarábád ...	743	568	47	58·3	50·8	73·5	38·5	68·6
Shikárpur ...	724	800	54·8	53·2	60·1	58·8	63·2	55
Upper Sind Frontier ...	67	34	38·8	64·7	32·2	47·2	53·5	68·9
Thar and Parkar.	194	138	37·1	34·8	41·4	43·5	67·5	65·4
Total...	2,847	2,593	46	47·8	54·5	61	48·5	57

A slight improvement is perceptible in the proportion of cases convicted to cases investigated; the percentage of persons arrested convicted is materially higher, and a large increase in the percentage of recoveries is noticeable. In cases of ordinary theft, as in cases of theft of cattle, the working of the Haidarábád Police appears the best; but the remarks made on this subject in the preceding paragraph regarding the ostensible results of their operations in connection with cases of cattle-lifting apply with equal force in the case of ordinary thefts.

Recovery of
stolen prop-
erty.

The total estimated value of all the property stolen in 1873 amounted to the large sum of Rs. 2,41,151, or Rs. 48,063 in excess of the amount in 1872. The figures for the various districts in 1872 and 1873 were as follows:—

District.	Amount of Property stolen.		Amount of Stolen Property recovered.		Percentage of Stolen Property recovered.	
	1872.	1873.	1872.	1873.	1872.	1873.
Karachi	72,665	73,131	42,425	39,287	58·4	53·7
Haidarábád	61,009	51,519	33,025	34,725	54·1	67·4
Shikárpur	36,251	93,115	23,866	66,614	65·8	71·5
Upper Sind Frontier	3,528	6,100	2,746	4,019	77·8	65·9
Thar and Parkar	19,635	17,286	15,056	13,119	76·7	75·9
Total...	1,93,088	2,41,151	1,17,118	1,57,764	60·7	65·4

It thus appears that the proportion of the property stolen recovered in 1873 was 65·4 per cent., or 4·7 per cent. more than in 1872. Nearly 76 per cent. of the property stolen in the Thar and Parkar District was recovered, and the proportion recovered in the Shikárpur, Haidarábád, and Upper Sind Frontier Districts was also high. In Karáchi there was a falling off in 1873.

Non-cogniz-
able Offences.

The total number of non-cognizable crimes in which the services of the police were brought into requisition in 1873 was 4,556, or 779 in excess of the number reported in 1872.

VILLAGE POLICE.

In the last administration report it was stated that measures were under consideration for the reorganization of the Village Police. During the year under review a committee sat at Poona to consider the question and submitted a report on the subject. As yet, however, the basis on which the reorganization should take place has not been settled, and no further action has been taken in the matter.

Reorganiza-
tion of Village
Police consid-
ered.

The system of Village Police varies somewhat in different parts of the Presidency. But there is always a police patel at their head, who is generally but not always an hereditary officer, and who now holds his office and his powers under the provisions of Bombay Act VIII. of 1867. Subordinate to him are the village watchmen with various names in different parts of the country. They are remunerated by cash allowances or the enjoyment of service lands, or both, and in many instances also by voluntary contributions in money or grain from the villagers.

Constitution
of the Village
Police.

Independently of the petty offences which a police patel is competent to deal with under the Act above mentioned, it is his duty to report all serious crime which occurs within his village to the nearest police officer, and to apprehend persons suspected of being guilty of such crime, and he can require the other village servants to aid him in the performance of this duty. Thus the Village Police form, or might be made capable of forming, a valuable adjunct to the District Police, but there is no record of the actual work performed by them.

Nature of
their duties.

Respecting the strength and actual cost to Government also detailed statistics are not forthcoming. It will be seen, however, from the first statement relating to criminal justice (Appendix III.—C 1) that there were 20,177 police patels in the Presidency at the end of the year 1873, and that they cost during the year Rs. 1,98,168-1-9. In a return furnished by the Accountant General the amount separately entered under the head of Village Police for the year 1872-73 is Rs. 6,446. This seems to represent the cash

Strength and
Cost of Village
Police.

emoluments of subordinate Village Police, who are mostly remunerated by the enjoyment of land in whole or in part free of assessment. The strength and cost of the Village Police do not vary much from year to year.

RAILWAY POLICE.

Cost and
Strength of
the Railway
Police,

The present sanctioned strength of the G. I. P. Railway Police is stated to be 88 officers and 499 constables, or 587 men in all, being 22 in excess of the full strength at the close of 1872. This increase is attributable to the entertainment, as sanctioned by Government, of a small additional body of men as a reserve. The cost for the year of the entire force appears to have been Rs. 1,16,677, or Rs. 3,528 less than in 1872. The police charge per mile was Rs. 187-9-1, and the average cost per head for the year was Rs. 198-12-4. There is some doubt as to the accuracy of the figures which have been reported respecting the strength and cost of the B. B. and C. I. Railway Police, but they are given respectively as 405 officers and men and Rs. 79,593. Assuming them to be correct, the police charge per mile in 1873 was Rs. 184-3-11, and the average cost per head of the force calculated on the full sanctioned strength Rs. 196-8-5. It is, however, to be noticed that whilst there were 41 vacancies in the sanctioned strength (405 men and officers) of the police force on the B. B. and C. I. Railway at the close of the year under review, there were only 15 vacancies on the same date in the sanctioned strength of the G. I. P. Railway Police. The cost of the police, therefore, both per head and per mile on the two railways would seem to differ but very little.

Working of
the G. I. P.
Railway
Police,

The number of cognizable crimes reported to the G. I. P. Railway Police to have been committed was 349 in 1873, or 49 less than in the previous year. In addition to these cases 5 cases reported in the previous year, but not brought under inquiry then, were investigated by the police in 1873. The total number of cases investigated was accordingly 354. Convictions were obtained in 235, or 66 per cent. of these cases. In 1872 the proportion of cases inquired into convicted was 57 per cent. This improvement in the percentage

of convictions in the year under review is satisfactory. 162 or 46 per cent. of the cases investigated were minor offences against property, 137 being cases of ordinary theft. In 95, or about 59 per cent., of this class of cases the persons accused were convicted, whilst in 1872 the proportion of cases convicted was only 47 per cent. 7 cases of serious offences against the person were reported: convictions were obtained in 3. 7 persons who had been arrested in 1872 remained untried on 1st January 1873, and 450 persons were arrested during the year. Of these 457 persons 3 died or were transferred, 14 were released by a Magistrate without trial, 426 were placed on their trial, and 14 remained untried at the close of the year. Excluding these 14 persons and the 3 who died or were transferred, of the 440 persons arrested 293, or 66.6 per cent., were convicted, being identically the same result as was obtained in 1872. It is satisfactory to note a decrease in the number of cases of obstructions being placed on the line, the number of cases in which the act was maliciously done having fallen from 7 in 1872 to 4 in the year under review. In two cases the offenders were convicted and punished, whilst in the other two the persons apprehended were acquitted. Besides these 4 cases two other instances occurred in which obstructions were put on the rails by little boys, who were subsequently discharged by the Magistrate on the ground of their youth and ignorance. On the other hand a serious decrease is noticed in the proportion of the stolen property recovered in 1873 as compared with 1872. In the latter year it amounted to 54 per cent., whilst in the year under review it fell to 38 per cent. The total value (Rs. 7,113) of the property stolen in 1873 was Rs. 1,646 less than in 1872. The number of consignments reported to have been lost in 1873 was 181 as against 274 in the previous year. The recoveries amounted to 9 per cent., showing a slight improvement as contrasted with the result obtained in 1872. The net loss to the Company would appear to have been about Rs. 8,440, or nearly Rs. 2,500 more than in 1872.

A marked improvement is reported in the conduct of the police in 1873, and this statement is borne out by the fact Conduct of the G. I. P.

Railway
Police.

that the number of officers and men punished departmentally was only 74 in the year under review as against 152 in 1872.

Working of
the B. B. and
C. I. Railway
Police.

By a curious coincidence the number of cognizable crimes (138) reported to the B. B. and C. I. Police to have been committed in 1873 was precisely the same as the number in 1872, and by an equally strange chance the number of non-cognizable crimes (166) reported in 1872 and in 1873 was identically similar. Of the 138 cases of cognizable crimes investigated by the police the great majority were, as might be expected, of a comparatively unimportant nature. 89—of which 76 were cases of ordinary theft—were minor offences against property. In 52 per cent. of the cases of this class convictions were obtained in 1873, whilst in 1872 the proportion of cases convicted to cases investigated was 71. The result in the year under review was, therefore, far less favourable than in the previous year. 7 cases of serious offences against the person were reported in 1873 against 5 in 1872. In 2 only were the culprits punished. No case of robbery or dacoity occurred during the year. The number of cognizable cases under the Railway, Salt, and Customs Laws, and the Bombay and District Police Acts, was 39 in 1873 as compared with 52 in 1872. All classes of cognizable offences included, the proportion of cases inquired into convicted was 54 per cent. as against 74.5 per cent. in 1872. The total number of persons charged with cognizable offences arrested by the police during the year was 180 or 24 less than in 1872. Of them 9 died, escaped, or were transferred, and 171 were brought to trial, of whom 90, or 53 per cent., were convicted, being 10 per cent. below the proportion convicted in 1872. In this respect, therefore, the results obtained contrast unfavourably with those obtained in the preceding year and also with those obtained by the G. I. P. Railway Police in the year under review. Of the 166 cases of non-cognizable crime in which the police were employed, 141 were under the Railway Act. 76 per cent. of the persons proceeded against were punished. The large falling off in the success of the B. B. & C. I. Railway Police in the detection of criminals is accompanied by

a heavy decrease in the proportion of the stolen property recovered, which sank from 88 per cent. in 1872 to 60 per cent. in 1873. The value of the property stolen in 1873 (Rs. 2,879) was considerably less than one-half of the amount reported in 1872. In respect of the recovery of consignments lost, the police were more fortunate. Of 54 consignments alleged to have been lost, 21 were recovered, whilst of the total value of property so lost (Rs. 2,978) goods to the value of Rs. 2,279 or 76 per cent. were recovered. The value of all the consignments reported to have been lost was exactly one-half of the sum stated in 1872. 9 cases of obstructions having been placed on the rails appear to have been reported in 1873. Only 3, however, seem to have been of a serious nature, and in but one was a conviction obtained, although in the other two there was apparently no moral doubt who the offenders were.

A slight diminution in the number of men punished is noticeable in 1873 as compared with 1872, but the number is still very high. Out of a full sanctioned strength of 405 officers and men, 30 were dismissed, 134 were punished departmentally, and 5 were convicted by a Magistrate. About 42 per cent., therefore, of the entire number were punished during the year. The number of men deemed worthy of reward was considerably higher in 1873 than in 1872. 222 of the number of the B. B. & C. I. Railway Police are able to read and write, but it is rather curious to note that the proportion of constables educated to this extent is higher than the proportion of officers. Of the latter only 45 per cent. can read and write, whilst of the constables nearly 56 per cent. are capable of so doing.

Conduct and education of the B. B. and C. I. Railway Police.

CRIMINAL JUSTICE.

(1).—CITY OF BOMBAY.

As the High Court, the Court of Petty Sessions, and the Courts of the 3 Police Magistrates in the City of Bombay stand on a somewhat different footing from the other criminal tribunals of the Presidency, and as their procedure is not

Administration of Criminal Justice in Presidency Town.

generally guided by the provisions of the Criminal Procedure Code, the administration of criminal justice in the Presidency Town may be described separately from that in the rest of the Presidency. The state of crime in Bombay, the work done by the Police Magistrates and the Court of Petty Sessions and the number of criminal cases tried by the High Court are shown below.

Total number of offences.

The total number of offences reported in 1873 was 16,498, or 614 in excess of the number in 1872. This increase is mainly attributable to the larger number of offences against the Municipal Act, which rose from 4,358 in 1872 to 4,805 in the year under review, and of cases of drunkenness, which amounted to 2,629 in 1873 as compared with 2,379 in 1872. It is to be noticed, however, that whilst there is an increase of 724 in the number of crimes of comparatively minor importance a decrease is perceptible in the number of offences of a more serious nature, which fell from 3,097 in 1872 to 2,987 in 1873.

Serious Crime.

The number of cases of murder in 1873 was 9, or more than double the number in the previous year. In one instance the murderer committed suicide, in five cases the culprits were sentenced to death, and in two to transportation for life. In the ninth case the murderer, a Pársi, was held by the jury to be of unsound mind, and was sent for safe custody to the Colaba Lunatic Asylum. 5 attempts at murder were committed in 1873, being one more than in 1872. The number of cases of house-breaking was 15, or 12 less than in 1872. A reduction is noticeable also in the number of cases of theft, which in the year under report amounted to 1,768 as against 1,832 in 1872. A decrease in the number of cases of cheating was accompanied by an increase in the number of cases of criminal breach of trust. Cases of grievous hurt were very few, being only 7 as compared with 13 in 1872. Charges of adultery and bigamy were more frequent in 1873 than in the previous year; the number in the two years being respectively 23 and 14, but in no single instance in either year was a conviction obtained.

From the statement of miscellaneous offences tried by the Magistrates it appears that, as before observed, there was a considerable increase in the number of offences punishable under the Municipal Act and of cases of drunkenness, which has produced an increase in the total aggregate number of offences reported. The number of persons (267) brought before the Magistrates for refusing to maintain their wives and children was somewhat higher than the number (221) in 1872. As mentioned in the previous section, an increase of over 100 per cent. is noticed in cases of abusing and torturing animals, 339 cases having been reported against 155 in 1872, but the increase is believed to be the result of greater vigilance on the part of the police rather than of unusual inhumanity on the part of bullock-cart and buggy-drivers. An increase is also noticeable in the number of prosecutions under the Public Conveyances Act VI. of 1863. Gambling would seem to have been more prevalent in Bombay in 1873 than in the previous year, for whilst the number of persons tried for that offence was only 432 in 1872, it rose to 812 in the year under report. 768 of the persons charged were punished. It has already been mentioned that in 1873 112 persons as compared with 27 in the previous year were brought before the Magistrates for possessing false measures, and convictions were obtained in all but 6 instances. The number of cases of refusal of duty by seamen shows a reduction of more than 100 per cent. In 1873 67 cases of this nature, in which 194 persons were charged, were reported, whilst in 1872 the number of cases was 136 and of persons accused 394. Charges of assault were less frequent in 1873 than in 1872, but the number (2,591) was still high. Of the persons against whom complaints of this nature were preferred only 37 per cent. were convicted. It is satisfactory to notice that the number of cases in which persons were accused of having brought false and vexatious charges fell from 57 in 1872 to 29 in the year under review.

The total number of persons brought before the Police Magistrates in 1873 was 23,803, or 439 in excess of the

Investigations
by Police Ma-
gistrates.

number in the previous year, but less by more than 5,000 than the number in 1871. Of these 23,803 persons 3,442, or rather less than one-seventh, were charged with having committed offences of a comparatively serious nature; 2,132, or 62 per cent. of this number, were convicted. 12,476, or 61 per cent., of 20,302 persons accused of minor and miscellaneous offences were convicted. The marked increase in the number of municipal cases was accompanied by a decrease in the number of convictions, the proportion of persons proceeded against by the municipal officers who were convicted being only 19·6 per cent. in 1873 as compared with 23·6 per cent. in 1872. In 80 per cent. of the cases of this description the complaints were withdrawn.

Perjury, For-
gery, and
Counterfeiting
Coin.

Charges of perjury and forgery were in 1873 less numerous than in 1872. 20 persons were accused of the latter offence, and 5 were convicted by the High Court. 46 persons were charged with having given false evidence as compared with 80 in 1872, but in only two instances were the persons prosecuted committed for trial to the High Court. The number of persons charged with possessing or uttering counterfeit coin exhibits a serious increase, having risen from 2 in 1872 to 15 in 1873. 8 were convicted.

Nationality of
Persons accus-
ed.

It is satisfactory to notice a very large decrease in the number of Europeans brought before the Magistrates in 1873, which amounted only to 1,063 as compared with 1,477 in 1872. The number, however, of Hindus, Native Christians, Musalmans, and Pársis proceeded against in 1873 was higher than in 1872, the comparative increase being most marked in the number of Pársis, which was 9 per cent. higher than in 1872. Of the total number of persons prosecuted 4·5 per cent. were Europeans, 4·7 per cent. Eurasians and Native Christians, 5 per cent. Pársis, 29 per cent. Musalmans, and 52 per cent. Hindus. The remainder, about 5 per cent., were people of other tribes or races. It would thus appear that in 1873 12·6 per cent. of the European (including also under this term Americans and Australians) population were prosecuted before the Magistrates; whilst of the Musalmans 5 per cent. were brought

before the Police Courts ; of the Eurasians and Native Christians 4 per cent.; of Hindus 3·2 per cent.; of Jews, Negroes, Chinese and outcastes 3·1 per cent.; and of Pársis 2·7 per cent. Tested by this criterion the general conduct of the Pársis appears to the greatest, and that of the European element of the community to the least, advantage. It must, however, be remembered that amongst the Europeans brought up on criminal charges before the Police Magistrates in 1873 many were men (sailors, grooms, artizans, &c.) who were not residents of Bombay, but were merely staying there temporarily, or passing on up-country or to other ports.

During the year 14,504 persons were found guilty by the Magistrates of the offences with which they were charged, and 186 were committed for trial by the High Court. Of the persons convicted by the Magistrates 10,578 or about 73 per cent. were punished with fines, 1,963 or 13·5 per cent, were sentenced to imprisonment, 413 were flogged, 739 were bound over to keep the peace, and 811 were cautioned and discharged. The floggings inflicted would appear to have been for the most part of a very light nature, as in 300 instances the punishment awarded was under 10 stripes.

Results of investigation by the Magistrates.

The Court of Petty Sessions had as usual but very little work to perform in 1873, though the number of cases of breach of the opium law disposed of by it was considerably larger than in 1872.

Court of Petty Sessions.

A return of the general results of the criminal trials in the High Court shows the number of persons committed for trial by the Police Magistrates in Bombay to be 190 instead of 186, as above shown. From the same return it appears that 3 persons were committed for trial by Justices of the Peace in the Mofussil, 14 were transferred for trial under Section 76 of the Criminal Procedure Code, and 7 remained at the end of the previous year. There were thus 214 persons to be dealt with. Of these 109 were convicted, 91 acquitted, 4 discharged without trial, 1 found insane, and 9 remained for trial at the end of the year.

General results of Trials in the High Court.

Results for each class of offences.

The following statement shows the number of offences of each class for which persons were tried, and the results of the trials :—

Description of Offences.	No. of Offences.	No. of Persons under trial.	Acquitted or discharged.	Convicted.	Remaining untried.
Relating to coin, stamps, weights and measures ...	10	12	4	8	...
Against public justice ...	5	5	4	1	...
By public servants ...	2	2	1	1	...
False evidence, false complaints or claims and forgery ...	12	26	3	15	7
Against the public peace ...	1	50	50	.....	...
Against the person ...	27	34	8	26	...
Offences against property with violence ...	9	10	2	8	...
Do. without violence ...	57	74	23	49	2
Do. malicious ...	1	1	1	.....	...

It may be explained, however, that under the head of "Offences against public justice" four charges of personating a public servant were laid against one person, on one of which he was convicted and the other three were withdrawn. The number of offences and persons are accordingly entered as 4, though only 1 person was concerned. Of 5 persons tried for murder 1 was found insane, and this has been entered under the head of "Acquitted or discharged"; the remaining 4 were convicted.

Punishments inflicted.

Of the whole number of persons convicted, 3 were sentenced to death, 2 to transportation for life, 96 to rigorous and 4 to simple imprisonment, 4 to fine without imprisonment, 1 to whipping in addition to other punishment, and 2 to whipping in lieu of other punishment. The total amount of fines inflicted was Rs. 650, all of which was realized.

Returns from the High Court not included in the general statements.

In conclusion it may be mentioned that the returns for the High Court are not incorporated in the general returns relating to Criminal Justice in the Appendix. Some of the forms are said to be inapplicable to the High Court; the

statements, moreover, relating to it were long awaited, but were received too late for incorporation in the general returns. The financial results of the Original Side of the High Court are shown under the head of Civil Justice.

(2).—**MOFUSSIL COURTS.**

A statement will be found in the Appendix (III.—C 1) Number of Tribunals in the Mofussil Districts. showing the various judicial tribunals in this Presidency, beyond the limits of the City of Bombay, at the end of the year 1873. It will be observed therefrom that of the whole 21,951 tribunals, 108 do not exercise criminal powers; but as all others which have civil powers have criminal powers also, it is convenient to unite all in one statement which will refer to both criminal and civil justice. It thus appears that 21,843 tribunals were engaged in the administration of criminal justice at the end of the year. Of these, however, 20,177 were patels holding powers only under Bombay Act VIII. of 1867, so that only 1,666 were exercising criminal powers under the Criminal Procedure Code. The cost of all the tribunals was Rs. 27,03,761-3-6; the cost of the tribunals exercising criminal powers was Rs. 18,94,198-1-11, of which amount Rs. 1,98,168-1-9 were on account of patels.

The total number of offences dealt with by those tribunals State of Crime. during the year was 71,663, and the total number of persons under trial was 128,552, as shown in the statement in the Appendix (III.—C 2).

The number of crimes reported to have been committed Presidency proper. in both divisions of the Presidency proper was 54,322 as against 55,576 in 1872, showing a decrease of 1,254. This diminution is solely attributable to the material reduction in the number of crimes in the Northern Division, which fell from 28,041 in 1872 to 25,619 in 1873, or to the extent of 8.6 per cent. In the Southern Division, on the other hand, the number of offences reported in 1873 (28,703) was higher by 1.168 than the number (27,535) in the preceding year.

In 1872 the crimes in the Southern Division constituted 49·5 per cent. of the aggregate number in both divisions ; in 1873 they formed 52·8 per cent. of the total amount. The following statement shows the statistics of crime in the various districts in 1872 and in 1873 :—

District.	Number of Crimes reported in 1872.	Number of Crimes reported in 1873.	Increase in 1873.	Decrease in 1873.
Ahmedábád	4,077	3,608	...	469
Kaira	2,813	2,664	...	149
Panch Maháls	805	797	...	8
Broach	2,723	2,051	...	672
Surat	3,001	2,927	...	74
Tanna	5,163	4,457	...	706
Kolába	1,726	2,183	457	...
Násik	3,858	3,474	...	384
Khándesh	3,875	3,458	...	417
Ahmadnagar	3,735	4,083	348	...
Belgaum	2,248	2,386	138	...
Dhárwár	3,372	3,356	...	16
Kaládgi	2,464	2,365	...	99
Kánara	1,898	1,600	...	298
Poona	5,392	6,817	1,425	...
Batnágiri	2,217	2,202	...	15
Sátára	3,419	3,417	...	2
Sholápur	2,790	2,477	...	317

There has accordingly been a decrease in the number of offences reported in every district in the Northern Division with the sole exception of Kolába, and in 6 of the 9 districts in the Southern Division. In the Northern Division the falling off was proportionately greatest in the Broach Collectorate, where it amounted to nearly 25 per cent., and was also considerable in the Ahmedábád, Tanna, Násik, and Khándesh Districts. In the Southern Division the number of crimes in the Dhárwár, Sátára, and Batnágiri Districts remained almost stationary ; in Kánara a decrease of over 15 per cent. is to be observed ; in Sholápur a perceptible diminution is noticeable ; in Belgaum and Ahmadnagar there was a material increase ; and in the Poona District a very marked rise of more than 26 per cent. in the number of offences is reported.

To turn to cognizable crimes alone, the accompanying table shows the number reported in the year under review and the previous year:—

District.	No. of Cases reported in 1872.	No. of Cases reported in 1873.	Increase in 1873.	Decrease in 1873.
Ahmedábád	2,259	2,177	...	82
Kaira	1,692	1,581	...	111
Panch Maháls	498	520	82	...
Broach	821	197	150	...
Surat	1,470	1,464	...	6
Tanna	1,744	1,631	...	113
Kolába	679	811	132	...
Násik	1,623	1,446	...	177
Khándesh	2,412	1,772	...	640
Ahmadnagar	1,894	2,109	215	...
Belgaum	1,154	1,327	173	...
Dhárwár	1,735	1,770	35	...
Kaládgi	1,098	1,091	...	7
Kánara	916	831	...	85
Poo na	2,323	2,995	672	...
Ratnágiri	857	786	...	71
Sátára	2,053	1,697	...	356
Sholápur	1,633	1,306	...	327
Total...	26,801	26,285	1,459	1,975

The result in both divisions was, therefore, a decrease of 516 crimes in 1873. In the Southern Division alone the number reported rose from 13,663 in 1872 to 13,912 in 1873, but this increase was more than counterbalanced by the reduction in the Northern Division, where the number fell from 13,138 to 12,373. The decrease in the number of cognizable offences in Khándesh and Násik is attributed by the Superintendents of Police to a good harvest and consequent plentiful supply of cheap food, and the increase in

the Belgaum District is stated to be due to a short rainfall and failure of the crops, but no reason is assigned or suggested for the increase or decrease in crime in the other collectorates of the two divisions. It may, however, probably be assumed that the same causes which led to a diminution of crime in the Khándesh and Násik Districts were also effectual in reducing the number of offences in the other districts where the improvement was most marked. It is satisfactory to notice the steady decrease in the number of offences of this description in the Northern Division. On the other hand a continued increase is observed in the number of these crimes in the Southern Division. In the Surat, Dhárwár, and Kaládgi Districts but very slight fluctuations in the amount of crime are perceptible; in Khándesh there was a reduction to the extent of 26 per cent., mainly due to the very large falling off in the number of ordinary thefts; in Sátára there was a decrease of $12\frac{1}{2}$ per cent.; and in Sholápur of 20 per cent., owing in the former district to a diminution in the number of cases of house-breaking, theft, and public nuisance, and in the latter district to the much smaller number of cases of ordinary theft and of cases—for the most part trivial—of offences under special and local laws cognizable by the police. In Násik, Kaira, Tanna, Kánara, and Ratnágiri there was also a perceptible decrease. More than one-half of the large increase in the amount of cognizable crime reported in the Poona District is attributable to the greater frequency of cases of theft; cases of grievous hurt, house trespass, and house-breaking were also more numerous in that district in 1873 than in the previous year. In Ahmadnagar the increase was principally in cases of theft and public and local nuisances; whilst in Belgaum it was chiefly in cases of grievous hurt, theft, and house-breaking. The returns from Kolába are more unfavourable than they were in 1872 by reason of the larger number of cases of rioting, ordinary theft, and house trespass. The number of cases of theft in the Broach District in 1873 was more than double what it was in the preceding year, and an enormous increase was reported in the number

of cases of house-breaking. In the Panch Maháls the returns for the year under review were swelled by the heavy augmentation in the number of cases of ordinary theft and of cattle-stealing.

The table given in the preceding paragraph exhibits only the relative increase or decrease in the number of offences in each district, but does not show the comparative amount of crime in the various districts, or in the two divisions calculated on the populations of the divisions and the different collectorates. The proportion of crime to population varies immensely in the different districts. The number of the inhabitants of both divisions was shown in last report to be 13,515,808. The proportion of cognizable crime to the total population was, therefore, 1 to every 514 souls. Taking the Northern and the Southern Divisions separately the proportion in the former was 1 crime to every 476 persons, and in the latter 1 crime to every 548 persons, thus placing the latter in a more favourable position than the former division. Classified in order of merit, as judged by the results in the year under review, the districts in both divisions appear as follows in respect of the proportion to their population of cognizable crime:—

1. Ratnágiri	1 to 1,297	10. Surat.....	1 to 499
2. Kaládgi	1 to 748	11. Kaira.....	1 to 495
3. Belgaum.....	1 to 707	12. Kánara.....	1 to 479
4. Sátára.....	1 to 658	13. Panch Maháls	1 to 463
5. Khándesh	1 to 580	14. Kolába	1 to 432
6. Dhárwár.....	1 to 559	15. Ahmedábád ...	1 to 381
7. Tanna	1 to 519	16. Ahmadnagar...	1 to 367
8. Násik	} ... 1 to 508	17. Broach	1 to 361
9. Sholápur ...		18. Poona	1 to 303

The extremes are thus represented by Ratnágiri and Poona—the one a wild, wooded, mountainous district intersected by numerous creeks and inhabited by a population living for a great part in a state of rude and almost primitive simplicity; the other a collectorate containing a large urban population, and inhabited as to its Ghat talukas by wild and at times turbulent tribes. Crime, it will be seen, is far less prevalent in the districts of the Southern Marátha Country than in Gujarát and some of the Deccan collector-

ates. In respect of immunity from cognizable crime Kaládgi and Belgaum come next to Ratnágiri, though separated by a wide interval. The Khándesh statistics are, for the year under review, more favourable than those of any other Decan district. Considering the prevalence of habits of drinking in the Tanna District it is perhaps somewhat surprising that the relative amount of crime to population should be so low—materially less than in the adjacent Konkan Collectorate of Kolába. Between the proportions of crime to population in the Surat and Kaira districts but a very slight difference exists. The large number of crimes in the latter district is probably mainly attributable to the strong Koli element in the population. The high ratio of crimes to population in the Panch Maháls would seem to be due to the fact that that district is almost entirely surrounded by the territory of Native States, and that the bulk of its inhabitants are Bhils and Naikras, tribes in many respects but little removed from barbarism. Ahmedábád, Ahmadnagar, and Broach appear to great disadvantage as compared with all the other districts, with the sole exception of Poona. In the case of Ahmedábád this may be at least partially accounted for by the existence of numerous large towns in the collectorate, by the length of its frontier marching with the territory of Foreign States, and the consequent temptation afforded to criminals in those States to commit offences in British territory; whilst the heavy proportional amount of crime in the Broach Collectorate is doubtless in great measure due to the turbulent and quarrelsome Koli and Borah element in the population of that district. It is, however, not easy to understand why in respect of crime Ahmadnagar should occupy so unfavourable a position.

Principal
Cognizable
Crimes.

Details of the principal cognizable crimes have already been given in describing the working of the police during the year, but as the number of cases investigated does not always correspond exactly with the number of offences committed, the following facts may be added. 162 murders were reported to have been committed in 1873 as against 170 in 1872, showing a reduction of 8. In the Northern Division

Culpable
Homicide.

the number of crimes of this description fell from 84 in 1872 to 70 in the year under review, but in the Southern Division it increased from 86 to 92. The number of murders was largest in the Belgaum and Dhárwár Districts, in which it amounted to 19 and 16 respectively. In Tanna 13 were reported against 21 in 1872; in Ahmedábád the number fell from 12 to 8; in Kaira from 11 to 6; in Kaládgi from 15 to 9. Poona shows an increase of 3 cases. In most of the other districts the decrease or increase was comparatively small. It is gratifying to observe that not a single case of murder and but one of culpable homicide occurred in the Ratnágiri District during the year under review. The number of cases of culpable homicide not amounting to murder reported in 1873 was 67 against 78 in 1872, the number in the Northern and the Southern Divisions being respectively 40 and 27.

It is satisfactory to notice a large reduction in the number of dacoities from 156 in 1872 to 112 in 1873. In the Northern Division it sank from 95 to 58, and in the Southern Division from 61 to 54. The decrease in the number of dacoities was most conspicuous in the Tanna District, where it fell from 28 to 15; in Khándesh where only 3 were reported in 1873 as compared with 18 in 1872; in Surat where the numbers in 1873 and 1872 were respectively 5 and 16; in Sholápur where 5 were committed in 1873 as against 15 in 1872; and in Kolába where, whilst 9 occurred in 1872, only 2 were reported in the year under review. In the Panch Maháls and Ratnágiri but one dacoity was committed in either year. The number of dacoities (9) in Kaládgi in 1873 was the same as in 1872. In Broach and Kánara 3 dacoities were reported in 1873 as against 5 and 4 respectively in the previous year. The number of crimes of this class reported in Násik and Belgaum in 1873 was almost the same as in 1872. In Ahmadnagar 5 occurred in 1873 as contrasted with 9 in 1872. In Ahmedábád and Dhárwár alone is a serious increase perceptible: in the former district the number rose from 9 to 18, and in the latter from 2 to 7. In Poona and Kaira also dacoities were more

frequent in the year under review than in the preceding year. The number of robberies committed in 1873 was 213 in the Northern Division and 217 in the Southern Division, or 440 in all, being 80 less than the number in 1872. The decrease in both these classes of crime is believed to be due to the good harvest and cheapness of food in the latter year.

Other offences
against pro-
perty.

Thefts fell from 14,304 in 1872 to 13,247 in 1873, or by about 7 per cent. This notwithstanding, they constituted more than one-half of the number of cognizable offences reported in the year, and about 24 per cent. of the total number of all crimes cognizable and non-cognizable. The decrease was most marked in the Northern Division, where the number of thefts reported (6,419) in 1873 was 949 less than in 1872; in the Southern Division there was only a reduction of 111 cases. The decrease is attributable to the same cause as that of dacoities and robberies. The number of cases of house-breaking in order to commit theft or other offence reported in 1873 was 1,675, of which 809 were committed in the Southern Division and 866 in the Northern Division. The number of cases of receiving stolen property was 917 in 1873 or 76 less than in 1872.

General re-
sults of Trials
in Cognizable
Cases.

In connection with cognizable offences 36,535 persons were arrested during the year, being 1,458 less than in 1872. 19,408 were apprehended in the Southern and 17,127 in the Northern Division. 699 persons who had been arrested in 1872, but remained undisposed of at the close of that year, were also discharged or brought to trial in 1873. The total number of persons to be accounted for in the year under review is, therefore, 37,234. Of this number 743 remained in custody or under trial at the end of the year, 18,724 were convicted, and the rest were released without trial or acquitted and discharged on trial. Excluding the number of persons undisposed of at the close of the year, 51.3 per cent. of the persons arrested in both divisions were convicted in 1873 as compared with 50.6 per cent. in 1872. Taking the Northern Division alone, 57 per cent. were convicted in 1873 as against 53 per cent. in 1872, whilst in the Southern Division 47 per cent. were convicted as compared

with 48 per cent. in 1872. The following statement shows the proportion of persons apprehended, convicted, and of persons actually brought to trial convicted in the several districts of the Presidency proper :—

District.	Percentage of Persons arrested convicted.		Percentage of Persons brought to trial convicted.	
	1873.	1872.	1873.	1872.
Kaira	71	61	88	83
Panch Maháls	63	69	89	88
Kánara	62	56	73	63
Tanna	60	52	85	68
Ahmedábád	59	55	85	81
Khándesh	59	57	76	67
Surat	56	64	61	93
Belgaum	56	59	62	68
Násik	55	46	60	54
Broach	50	41	54	50
Sátára	50	50	63	60
Sholápur	48	50	54	61
Ahmadnagar	47	50	60	60
Dhárwár	4	46	85	80
Ratnágiri	44	42	49	50
Poona	38	39	48	47
Kaláđgi	36	48	41	55
Kolába	36	38	76	49

The aggregate number of persons proceeded against in the Presidency proper on charges of non-cognizable offences in 1873 was 57,381, of whom 15,712 or 27 per cent. were convicted. In 1872, 59,071 were prosecuted, and 16,091 or 27 per cent. were found guilty and punished. The proportion of persons tried convicted was in both years higher in the Northern than in the Southern Division, the percentage convicted in the Northern Division being 32 in 1873 and 29 in 1872

Results of
Trial of Non-
cognizable
Offences.

against 24 in 1872 and 23 in 1873 in the Southern Division. The statistics of each district are given in the accompanying table:—

District.	No. of Non-cognizable Offences.		No. of Persons prosecuted in 1873.	Percentage of Persons prosecuted convicted in 1873.
	1873.	1872.		
Poona	3,822	3,069	7,205	21
Tanna	2,826	3,419	5,039	31
Násik	2,028	2,235	3,871	27
Ahmadnagar	1,974	1,841	4,368	18
Sátára	1,720	1,366	3,216	37
Khándesh	1,686	1,463	3,168	40
Dhárwár... ..	1,586	1,637	3,350	23
Surat	1,463	1,531	2,958	32
Ahmedábád	1,431	1,818	3,505	41
Ratnágiri	1,416	1,360	3,121	23
Kolába	1,372	1,048	2,431	26
Kaládgi	1,274	1,366	2,537	20
Sholápur... ..	1,171	1,157	2,378	24
Kaira	1,083	1,121	2,646	23
Broach	1,080	1,902	2,238	33
Belgaum... ..	1,059	1,094	2,326	30
Kánára	769	982	1,726	28
Panch Maháls	277	367	668	43

The most noticeable features in this statement are the large increase in the number of cases in the Poona, Sátára, Kolába and Khándesh Districts, the material falling off in the Tanna, Ahmedábád, Kánára and Broach Districts—in the last-named collectorate to the extent of over 43 per cent.—and the small number of crimes of this description in Kánára and the Panch Maháls coupled with the comparatively high percentage of convictions in the last-mentioned district. Ahmedábád, Khándesh and the Panch Maháls appear to be the only districts in which on an average two-fifths of the persons against whom complaints were preferred were convicted. In Tanna, Sátára, Surat, and Broach about one-third of the persons accused were found guilty on trial. In the remaining districts the proportion convicted was smaller, varying from 30 per cent. in Belgaum to 18 per cent. in Ahmadnagar. The proportion of persons prosecuted convicted is exceedingly low in the Poona, Ratnágiri, Dhárwár, Kaira, and Ahmadnagar districts, in

no one of which was even 1 out of every 4 persons prosecuted proved to have committed the offence of which he was accused. That this should be the case appears to prove the want of due care and proper discrimination on the part of the Magistracy in issuing processes on complaint made without sufficient examination of the person preferring the charge, and to establish the very general prevalence of false charges which on the trial are found to be more or less completely unsupported by evidence.

Hurt, criminal force, insult, mischief, and criminal misappropriation of property constitute the great bulk of the offences classed under the general head of "non-cognizable crime". In 12,757 or 45.5 per cent. of the total number of non-cognizable cases in 1873 the offence alleged to have been committed was simple hurt, but of the 29,606 persons prosecuted for the offence only 5,881, or less than 20 per cent., were eventually convicted. By Section 46 of Act XI. of 1874 hurt has been made a cognizable offence, and in all future police reports and returns of crime will have to be dealt with as such. Some of the results of this change in the law will be a very serious addition to the duties of the police, an increase to the extent of from 40 to 50 per cent. in the number of cognizable offences, a material decrease in the proportion of cognizable offences convicted, and a reduction of from 40 to 50 per cent. in the number of non-cognizable cases.

83 cases of forgery were tried during the year. 374 persons were charged with this offence and 150 or 40 per cent. were convicted. This crime would appear to have been most prevalent in the Ahmadnagar, Belgaum, and Poona Collectorates. In the last-mentioned district 23 cases occurred and 237 persons were proceeded against, of whom 106 were convicted. The number of cases of false evidence and false complaints was 310 in 1873 as compared with 276 in the previous year. Crimes of this description appear to have been most frequent in the Kolába and Kaládgi districts, where they numbered 30 and 29 respectively. In Ahmedábád 28 cases were investigated, in Sátára the same num-

Principal
classes of
Non-cognis-
able Crime.

Forgery, False
Evidence, and
False Com-
plaints.

ber, in Ahmadnagar 25, and in Tanna 24. In the Panch Maháls, Kaira, Surat, Belgaum, Dhárwár, Ratnágiri, and Sholápur the number was comparatively small. 408 persons were brought to trial, and 216 were found guilty and sentenced. The percentage of persons prosecuted convicted was 53 against 34 in 1872. The proportion of persons accused convicted was highest in Ahmedábád, Kaira, Kolába, Ahmadnagar, Dhárwár, Ratnágiri, Sholápur, and Sátára, 23 out of 28 persons brought to trial having been found guilty in the last-named district. In Násik, Tanna and Kaládgi the majority of the persons accused were acquitted.

State of Crimes
in Sind.

Taking together the number of cognizable crimes reported by the police to have occurred in Sind in 1873, and the number of non-cognizable crimes in which their services were brought into requisition, the total number of offences which occurred in Sind in 1873 would be 12,914. If this number be added to the number of crimes of all classes reported by the Police Commissioners to have occurred in the Presidency proper, the total is 67,236. The total number of persons dealt with by police patals is given as 1,105; and as 71,663 offences are reported by the Sessions Judges to have occurred in 1873 outside the limits of the city of Bombay, the balance of 3,922 may approximately represent the number of offences inquired into in Sind, in which the police were not employed, and respecting which no separate returns have been received.

Cognizable
Crimes.

The number of cognizable crimes reported to have occurred in Sind in 1873 and in 1872 appears from the following table :—

District.	1873.	1872.	Increase.	Decrease.
Karáchi	3,170	2,959	211	.....
Haidarábád	1,952	2,462	.....	510
Shikárpur	2,069	1,889	780	.....
Upper Sind Frontier	144	193	.....	49
Thar and Parkar... ..	424	492	.....	68
Total...	8,359	7,995	991	627

The net increase was, therefore, 364, or about 4·6 per cent., in 1873 as compared with 1872. In the Shikárpur District a very serious increase of over 41 per cent. in the number of cognizable crimes is reported. It is, however, to be observed that nearly three-fifths of this increase are due to the rise in the number of cases of public and local nuisances—offences of a comparatively trivial nature—from 291 in 1872 to 740 in the year under review, a circumstance which is attributed to “greater activity on the part of police in towns.” The balance of the increase, which is for the most part in crimes of a serious description, is considered to be caused by the influx of foreigners into the district for employment on the railway. In the Karáchi District also an increase is reported, but, though material, it is to a very much smaller extent than that mentioned in the Shikárpur Collectorate. The increase in the former district is mainly the result of a larger number of cases of house-breaking and nuisances. A decrease of more than 20 per cent. in the number of cognizable crimes is reported by the Superintendent of the Haidarábád District Police, the falling off being chiefly in the number of cases of ordinary theft, cattle-stealing, and local or public nuisances. As has been mentioned, however, in the section on Police, the Commissioner in Sind is of opinion that cases of theft and cattle-lifting have in reality become more frequent than ever, but are not reported to the police. In the Thar and Parkar and Upper Sind Frontier districts a small decrease in the number of cognizable crimes is brought to notice. The various classes of cognizable crime which occurred in Sind during the year have already been mentioned in sufficient detail.

The number of persons arrested by the police on charges of cognizable crime in 1873 was 10,132 or 324 more than in the preceding year. 251 persons also who were arrested in 1872, but who had not been brought to trial or discharged by 31st December 1872, were disposed of during the year under review. The total number for trial was, therefore, 10,383. The following statement shows the result in each district; in calculating the percentage of persons convicted

General results of Trials in Cognizable Cases.

to persons apprehended, the number (204) of persons who remained untried at the close of the year has been allowed for :—

Districts.	No. of Persons arrested.	Percentage of Persons arrested put on trial.	Percentage of Persons arrested convicted.	
			1872.	1873.
Karachi... ..	3,082	80·1	56·6	60·3
Haidarabad	2,366	86·2	57·6	66·5
Shikarpur	3,971	94	69·1	64·7
Upper Sind Frontier	317	96·8	34·1	46·8
Thar and Parkar	647	88·8	40·1	40·8
Total...	10,383	88·1	55·6	61·8

Non-cognizable Crimes.

It has been said that the total number of non-cognizable crimes in Sind in which the services of the police were brought into requisition in 1873 was 4,555, or 779 in excess of the number reported in 1872. The increase was mainly in the number of cases of hurt, which rose from 373 in 1872 to 517 in the year under review; of criminal force, which rose from 1,327 to 1,404; of intimidation and insult, which rose from 453 to 731; and of offences against special laws, which rose from 698 to 876. In the return for the Haidarabad District only 30 non-cognizable offences are entered, in that of the Upper Sind Frontier 51, and in that of Thar and Parker but 7. The number of crimes of this class in which the police were employed in the Karachi District is given as 2,789, or 611 more than in 1872. The increase is chiefly attributable to the greater number of cases of simple hurt and minor offences against special laws. Of the 5,575 persons prosecuted in that district only 1,374 or 22·8 per cent. were convicted. This result shows the necessity for the exercise of greater discrimination on the part of the Magistrates in issuing summonses and warrants on complaints preferred. In cases of criminal force alone it appears that 86 per cent. of the persons proceeded against were acquitted. In the Shikarpur District the police were employed in 1,867 cases of non-cognizable crime as against 1,565

in 1872. Two-thirds of the cases appear to have been of a trivial nature. The proportion of persons prosecuted convicted was 27·5 per cent. as compared with 24·1 per cent. in 1872.

In the description of the state of crime throughout the Presidency given above the offences committed have been spoken of under the general heads of cognizable and non-cognizable. In the following statement they are more descriptively classified, and figures are added to show the results of the investigations under each head of this classification. It is an abstract of the longer statement in the Appendix (III.—C 2):—

	Number of Offences reported during the year.	Number of Persons under Trial during the year.	Acquitted or discharged.	Convicted.	Died, escaped or transferred.	Remaining under Trial.
<i>Class I.</i>						
Offences relating to coins, stamps and measures	256	303	132	161	4	6
Do. against public justice	1,711	2,456	886	1,513	24	33
Do. by public servants	233	388	159	207	7	15
False evidence, false complaints or claims, and forgery	714	1,215	612	534	11	58
Public nuisance	5,379	6,630	940	5,062	3	5
Relating to public peace	440	2,861	1,765	1,087	17	12
<i>Class II.</i>						
Offences against the person	20,260	62,459	49,244	12,591	245	379
<i>Class III.</i>						
Offences against property with violence. .	3,100	4,301	2,134	1,898	55	214
Do. do. without violence.	19,194	27,610	12,390	14,570	294	356
Do. do. malicious offences	4,795	9,559	7,331	2,113	40	75
<i>Class IV.</i>						
Not included in the above classes	308	605	222	373	1	9
Branchees of special laws for the protection of revenue	6,223	10,145	3,670	6,407	29	39
Total...	71,863	128,552	79,485	47,136	730	1,201

It thus appears that of the whole 128,552 persons under trial during the year, 79,485 were acquitted or discharged, 47,136 convicted, 730 died, escaped or were transferred, and 1,201 remained under trial.

Working of
the various
classes of Tri-
bunals.

Three further statements in the Appendix (III.—C 3, 4, 5) show in more detail the work done by the various classes of tribunals during the year, and the general results. One shows the number of persons dealt with and how disposed of by each class of court, a second the punishments inflicted by each class, and the last the result of appeals and revisions. The following facts suggested by them may here be noticed.

High Court
(Appellate
Side).

From the third of the statements above referred to (Appendix III.—C 5) it appears that 687 persons appealed to the High Court during the year, and the results of the appeals have been as follows :—

	<i>Persons.</i>
Appeals rejected	401
Sentences confirmed in the cases of...	82
Do. modified do. ...	162
Do. reversed do. ...	35
Proceedings quashed	1
Further enquiry or evidence ordered .	6
	—
	Total...687

The number of applications to the High Court for revision and the results of the applications were as follows :—

	<i>Persons.</i>
Applications rejected... ..	113
Sentences confirmed	14
Do. modified	9
Do. reversed	14
Proceedings quashed	1
	—
	151

The following statement shows the number of persons committed to the Courts of Sessions for trial during the year 1873, including those remaining from the previous year, with the results of their trials:—

Discharged without trial	...	...	26
Acquitted	...	...	1,002
Convicted	...	...	1,231
Referred	...	...	77
Died, escaped or transferred	...	...	6
Pending trial at end of year	...	...	126
			Total ...2,467

The total number (1,308) convicted and referred during 1873 was 56 per cent. of the number (2,336) actually disposed of.

The statement below shows the total number of persons sentenced by Session Judges, including those whose cases were pending at the close of last year, and the nature of the punishments inflicted during the year under review:—

<i>Nature of Punishment.</i>	<i>Persons.</i>
Sentenced to death	87
Do. transportation for life	98
Do. do. for a term...	59
Rigorous imprisonment with solitary confinement...	8
Do. without ditto...	738
Simple imprisonment	18
———— 764	
Fine with imprisonment	123
Do. without do.	23
———— 146	
Whipping in addition to other punishment...	14
Do. in lieu of ditto	32
———— 46	

The terms of imprisonment to which the above mentioned persons were sentenced were as follows :—*

		<i>Persons.</i>
Simple...	{ Up to 15 days	10
	" 6 months	6
	" 2 years	6
		— 19
Rigorous.	{ Up to 15 days	11
	" 6 months	112
	" 2 years	225
	" 7 years	515
	Above 7 years	44
		— 907
Total...		927*

Courts of Sessions (Appellate Jurisdiction).

The cases appealed to the Sessions Courts involved 2,192 persons. The results of appeals are noted below :—

	<i>Persons.</i>
Appeals or applications rejected in the case of	545
Sentences confirmed	1,284
Sentences modified	184
Sentences reversed	275
Proceedings quashed... ..	8
Further inquiry or evidence ordered in the case of... ..	28
Cases referred to High Court for revision in the case of... ..	48
Appeals pending trial in the case of ...	35
	—
	†2,407

* This number does not agree with the number shown above, because some of the prisoners who have been fined and imprisoned appear doubly in the returns furnished.

† The difference between this number and 2,192 shown above is owing to the same persons having been shown in more than one column of the return from which this information is obtained.

The total number of persons under trial during the year 1873 before the Criminal Courts of the various classes of Magistrates in the Presidency of Bombay, excluding the city of Bombay, and the results of their trials are given below :—

		<i>Persons.</i>
Discharged without trial	... ..	48,677
Acquitted or released...	... ..	29,902
Convicted	... ..	44,649
Committed or referred	... ..	4,000
Died, escaped or transferred...	... ..	549
Remaining at end of year	... ..	918
		Total 1,28,695

The number of persons (48,649) convicted and committed by Magistrates was 38.23 per cent. of the number (127,228) actually disposed of.

The total number of persons sentenced by Magistrates to imprisonment, fine, and whipping respectively was as shown below :—

		<i>Persons.</i>
Rigorous imprisonment	... ..	18,377
Simple do:	... ..	2,046
		15,423
Fine with imprisonment	... ..	6,210
Do. without do.	... ..	24,253
		30,463
Whipping in addition to other punishment...	... ..	159
Do. in lieu of other punishment	... ..	820
		979

The terms of imprisonment in the cases of the persons noted above were as under :—

		<i>Persons.</i>
Simple... {	Up to 15 days	1,817
	„ 6 months	351
	„ 2 years	33
		2,201

Rigorous.	}	Up to 15 days	3,382
		„ 6 months... ..	9,128
		„ 2 years	2,164
		„ 7 years	2
			—14,676

The appeals preferred from the orders of Subordinate Magistrates to the Magistrates of districts involved 3,714 persons, whose cases were disposed of as follows :—

	<i>Persons.</i>
Appeals or applications rejected in the case of	410
Sentences confirmed	1,917
Do. modified	450
Do. reversed	845
Proceedings quashed in the case of...	57
Cases referred for revision to High Court in the case of	103
Appeals pending trial in the case of...	51
Total...	<u>*3,833</u>

The total amount of judicial fines imposed during the year was (as specified below) Rs. 4,24,815-14-5, of which Rs. 2,37,972-8-4 were realized.

	<i>Amount imposed.</i>			<i>Amount realized.</i>		
	Rs.	a.	p.	Rs.	a.	p.
Sessions Courts...	56,399	5	0	10,943	10	7
Magistrates „ ...	3,68,416	9	5	2,27,028	13	9

Trials by Police Patels.

20,177 police patels are shown to have collectively investigated complaints of petty offences against 1,105 persons, of whom 568 were convicted, and the remainder, or nearly half discharged or acquitted.

Trial by Jury and Assessors.

In 60 cases coming before the Session Court of Poona juries were employed, and in 890 cases assessors in all the Sessions Courts in the Presidency. In jury cases the Judge agreed in the verdict in 56 cases and disapproved of the verdict in 4 cases. The Judge differed from the assessors in 212 cases.

PRISONS.

(1).—PRISONS IN THE CITY OF BOMBAY.

The prisons proper within the City of Bombay are the ^{Places of detention in the City of Bombay.} House of Correction and the Common Jail. The former is in the charge of a Superintendent, and is placed under the control of a committee of management; the latter is under a Marshal, under the supervision of the Sheriff of Bombay. Practically the principal distinction between them now is one which results from an order of Government directing that all long-term prisoners should be confined in the House of Correction, those sentenced to periods under 12 months being sent to the Common Jail as far as possible. The working of the Government Work-house for the detention of European vagrants, which is situated within the enclosure of the House of Correction, and is under the supervision of the Superintendent of that institution, may also be described under this section.

During the year 1873, 898 persons were admitted into the ^{HOUSE OF CORRECTION.} House of Correction, being 302 less than the number received ^{Number of Convicts.} in 1872. The number of convicts in the jail on 31st December 1872 was 289, and the total jail population for the year amounted to 1,197 as compared with 1,424 in 1872. This decrease is in great measure attributable to the very large reduction in the number of European prisoners received, which fell from 306 in 1872 to 177 in 1873. The total number of Europeans imprisoned in the House of Correction was 227 as against 361 in the previous year, and whilst in 1872 they constituted 25 per cent. of the convicts, in the year under report they formed only 19 per cent. of the whole. Notwithstanding the large decrease in the total number of persons confined, the daily average number of convicts in the jail in 1873 was 299, or 56 in excess of the number in the preceding year. This is due to the operation of the order, above mentioned, directing that all long-term prisoners should be confined in the House of Correction, those sentenced to periods under twelve months being sent to the Common Jail as far as possible.

Disposal of
the Prisoners.

The number of prisoners in the institution at the close of the year was 288. 767 persons were discharged during the year on the expiration of the sentences passed upon them. 1 was released by order of Government, 1 was transferred to a lunatic asylum, 1 who murdered a warder was executed, 7 died, 4 escaped, and 128—of whom 5 were Europeans—were transferred to other jails, either for the benefit of their health or to avoid over-crowding.

Previous oc-
cupation of
Convicts.

Of the Europeans confined in the jail two-thirds were sailors or Government servants (military prisoners being included in this category) : 88 belonged to the former and 62 to the latter class. The majority of the Native convicts were labourers ; 88 of the Native prisoners are described as shop-keepers, 96 as artizans, and 111 as domestic servants.

Terms of im-
prisonment.

All the persons admitted were sentenced to rigorous imprisonment. 212, or 18 per cent. of the persons in the jail, were long-term prisoners sentenced to periods exceeding one year : in 1872 the proportion of convicts of this class was only 11 per cent.

Re-convic-
tions.

Of the 1,197 convicts in the House of Correction during the year under report no fewer than 283, or 23·6 per cent., had previously been punished with imprisonment, and of them 98 had been more than twice before in prison. The percentage of re-convictions amongst the Native prisoners was 25·9 and amongst the Europeans 14. As far as the latter class is concerned, these figures are slightly more favourable than those for 1872, but the immense increase in the percentage of re-committals of Native prisoners as compared with 9·7 in 1872 is a subject for regret. This very serious difference may be partially owing to the increase in the number of long-term prisoners, many of whom are probably professional criminals confined in the jail.

Conduct of
Prisoners.

The number of prisoners punished for breach of prison rules was very much higher in 1873 than in 1872. In the latter year only 4·3 per cent. were punished, whilst in the year under review the proportion rose to 11·9 per cent. The num-

ber of offences against the rules in 1873 was 142 as compared with 62 in 1872. It is satisfactory to notice that most of the offences reported were of a trivial nature, and that in the majority of instances slight punishments were found sufficient. In only three cases was a flogging inflicted. Four prisoners escaped during the year, of whom two have been re-captured. The escape of three of them was effected with the connivance apparently of one or more of the Native jail officials, and the peon through whose gross negligence, if not actual collusion, the prisoners were enabled to make good their escape was prosecuted and severely punished.

Two European and five Native convicts died during the year, bringing the death-rate up to 2·3 per cent. of the daily average strength, or almost double what it was in 1872. There was no outbreak of any epidemic; one case of small-pox occurred, but the patient recovered. The general health of the prisoners was good. 163, or 13·6 per cent. of the total number of prisoners in confinement during the year, were admitted into the jail hospital. 11 per cent. of the daily average strength of convicts were under medical treatment.

Health of the
Prisoners.

The total gross cost of the House of Correction during the year under review is reported to have been Rs. 58,094-11-5, or Rs. 6,620-7-0 in excess of the expenditure in 1872. Excluding, however, the charges for new buildings and repairs, which amounted to Rs. 7,742 more than double the sum spent in 1872, the entire gross expenditure was Rs. 50,351-13-3 in 1873 as compared with Rs. 47,815-10-2 in 1872, exhibiting an increase of only Rs. 2,536-3-1, which is due to the much larger daily average strength in the latter year. Rations cost Rs. 14,956-2-8, or Rs. 50-0-4 per head of average strength, being Rs. 7-1-0 less per head than in 1872. The charge for the permanent establishment in 1873 was Rs. 25,284-3-7, or Rs. 252-3-11 more than in 1872. The cost of the extra establishment and hospital charges were slightly lower. The expenditure on account of clothing, which was in the previous year reported to be insufficient, rose from Rs. 1,169-8-10 in 1872 to Rs. 1,712-13-0 in the year under review.

Financial re-
sults.

The net profits on prison labour were Rs. 7,954-15-7, or Rs. 2,508-14-6 more than in 1872. The profit per head was Rs. 26-9-8 as contrasted with Rs. 22-6-7 in the previous year. Deducting the profits from the gross expenditure the net cost of the House of Correction in 1873 was Rs. 50,149-11-10, or Rs. 167-11-0 per head of average daily strength. In 1872 the net cost per head was Rs. 189-6-7.

COMMON JAIL.

Number of
Prisoners.

During 1873, 1,341 persons were imprisoned in the Bombay Common Jail as against 1,278 in 1872, exhibiting an increase of 63. Of these convicts 210 were in the jail on 31st December 1872, 1,102 were sent during the year by the Police Magistrates and the High Court to undergo the sentences passed upon them, and 29 were received from other jails from which they had been transferred. The number of persons (1,102) committed direct to the Common Jail was higher by 20 than the number in the previous year. The increase was entirely in the number of male prisoners, the number of females committed having fallen from 80 to 47. The daily average strength of prisoners undergoing sentence was 200½ in the year under review as compared with 186½ in 1872. The daily average number (7·8) of European prisoners in jail in 1873 was more than double the number (3) in 1872, notwithstanding a large decrease in the number of Europeans committed to the jail.

Nationality of
Prisoners.

Of the 1,102 persons convicted and sent to the Common Jail during the year, 39 were Europeans, 8 were Eurasians, and the remainder were Natives. It is satisfactory to notice a very marked decrease in the number of Europeans committed to the Common Jail in 1873 as compared with the number in 1872, the figures being respectively 39 and 70. No European or Eurasian female was imprisoned in the jail during the year under review—a fact which shows that no woman of either of those classes was convicted in Bombay in 1873 of any offence of so serious a nature as to deserve the punishment of imprisonment.

Age and previous
occupation
of Prisoners.

A slight increase in the number of juvenile offenders is observable, 15 boys below the age of 16 years having been admitted during the year. 5 of the convicts were over 60

years of age. 1 of the prisoners received is stated to have been a person " of independent property " : 18 of the Europeans were sailors : the number of domestic servants convicted increased from 165 in 1872 to 191 in 1873, and the number of prisoners described as having no occupation (161) is almost double what it was in 1872 (86).

Of the 1,312 persons confined during the year (excluding those received by transfer from other jails) 618 or 47 per cent. were sentenced to terms of imprisonment not exceeding one month, whilst only 68 or 5 per cent. were sentenced to more than twelve months' imprisonment. 13 persons were sentenced to transportation and 3 to death. In 11 instances only was simple imprisonment awarded. 204 or 15.6 per cent. of the prisoners had been previously convicted, the percentage of re-convictions being consequently somewhat lower in 1873 than it was in 1872, when it amounted to 17.6. 75 or about 6 per cent. of the Native convicts had been in jail on more than two occasions previously.

The conduct of the prisoners appears to have been very much better in the year under review than it was in 1872. Notwithstanding the increase in the latter year alike in the aggregate number of convicts received and in the daily average strength of persons imprisoned, the number of prisoners punished for breaches of the Jail Rules was only 157 in 1873 as against 225 in 1872. In the majority of instances the punishment inflicted was solitary confinement. No escape occurred during the year, and no offence of a serious nature was committed inside the jail.

The general health of the convicts during the year was good. 3 deaths occurred. 179, or about 13½ per cent. of the persons undergoing imprisonment, were admitted into hospital. No prisoners were attacked by cholera or small-pox.

The number of civil prisoners admitted into the jail during 1873 was 1,097 (of whom 119 were females) or 118 less than in the previous year. The average daily number under detention was 63 as compared with 67 in 1872. The average period of the confinement of each debtor in the prison is stated to have been 15 days.

Terms of imprisonment and re-convictions.

Conduct of Prisoners.

Health of the Convicts.

Civil Prisoners.

Employment
of the Con-
victs.

On an average 31 convicts (or about one-sixth of the number sentenced to hard labour) were employed daily during the year as jail servants, their estimated average monthly earnings being given as Rs. 12½ per head. 90 convicts on an average were engaged daily in the jail factory, and the profits of their labour are estimated at Rs. 2,918-6-2. These results are less favourable than those obtained in 1872, when the profits from the jail factory were stated to have been Rs. 2,951-13-3, although the daily average number of prisoners employed in the factory was in that year only 84, or 6 less than in 1873. The financial results of the working of the Common Jail factory appear to a disadvantage when contrasted with those obtained in the factory of the House of Correction, but in the case of the former jail due allowance must be made for the fact that the great majority of the convicts confined there are short-term prisoners.

Cost of main-
tenance of the
Jail.

The total gross cost of the maintenance of the Common Jail during the year under report was Rs. 40,630-13-5, or Rs. 1,731-14-2 in excess of the total gross expenditure in 1872. The increase is due to the larger number of prisoners in 1873, and to an expenditure on additions and repairs to the jail higher by about Rs. 820 than that incurred in 1872. The charges for feeding and clothing the prisoners, and for establishment, police guard, hospital expenses and contingencies amounted to Rs. 36,700-13-5 in 1873, giving a charge per head of average daily strength of Rs. 183-8-1 for the year as compared with Rs. 192-6-8 in 1872. The charge, however, for the establishment and the police guard is fixed and does not vary from year to year, and the fact that the number of prisoners in confinement in 1873 was higher than in 1872 naturally diminishes the expenditure per head under this item. Excluding this charge and that on account of building from consideration the average cost of each prisoner was in 1873 Rs. 88-5-9, or Rs. 1-11-11 less than in 1872. The average charge per head for rations (Rs. 41-10-5) in 1873 is slightly higher than it was in 1872. This is owing to the increase in the average daily number of European prisoners (each of whom costs as much to feed as

three Natives), as a reduction is noticeable in the cost of food alike for each European and each Native convict taken separately. For the reason above stated the cost of establishment and police guard per head (Rs. 95-2-4) in 1873 was lower than in 1872, the difference being Rs. 7-2-8 in favour of the latter year. Hospital charges were somewhat higher in 1873 than in 1872, whilst the expenditure on clothing and contingencies was less per head in the year under review. The total net cost to Government of the Common Jail in 1873 was Rs. 38,024-7-3 as against Rs. 35,947-2-0 in 1872, whilst the net cost per head of each convict was Rs. 190-1-11 in 1873 as compared with Rs. 193-4-3 in the previous year.

The number of distinct individuals in the Work-house at ^{GOVERNMENT} ^{WORK-HOUSE.} various times during the year was 181, but the number of admissions during that period, owing to the fact that many ^{Number of} ^{Vagrants.} of the vagrants were admitted more than once, was much higher, amounting to 218, which together with 18 vagrants in the Work-house at the commencement of the year brings the nominal number to be accounted for up to 236.

10 vagrants were deported—5 to England and 5 to ^{Disposal of} ^{Vagrants.} Australia; 2 were sent to Australia by the horse-dealer in whose employ they had come to India; 3 were sent to Madras, where they alleged they had friends. No less than 62 deserted, 2 of them 3 times, and 12 twice; 12 were sent to the Strangers' Home, and 15 to the European General Hospital; 13 were taken out by their friends, and employment was found for 49. Some of all these latter classes, however, found their way back in the course of the year. 34 remained in the Work-house on 31st December 1873.

About 66 per cent. of the admissions were European ^{Nationality} ^{and previous} ^{occupation.} British-born subjects, 18 per cent. were Eurasians, and about 9 per cent. were inhabitants of European Continental countries. The balance were mainly Australians and Americans. Five-sixths were men in the prime of life, of ages varying from 20 to 40 years. Considerably more than

one-half of the vagrants received had been sailors, clerks, or railway employes. Mechanics, artizans, and labourers so termed constituted one-fourth of the total number. The remainder were of many trades and occupations; amongst them were included cooks, missionaries, comedians, divers, school-masters, horse-trainers, soldiers, photographers, and musicians. It is to be observed, however, that many men admitted into the Work-house give alike false names and false histories of themselves, and often little reliance can be placed upon a vagrant's account of his own antecedents.

Average daily number and average duration of detention.

The average daily population of the Work-house during the year was 29·8, or 2·2 less than in the previous year. The average duration of each vagrant's stay in the Work-house—calculated on the number of admissions and not on the number of separate individuals—was 41·9 days, or slightly greater than in 1872.

Expenditure.

The total expenditure in connection with the Work-house for the year was Rs. 5,695-0-1, of which sum Rs. 2,400 were on account of the salaries of the two warders, and Rs. 173-8-0 were for sundry expenses incurred in deporting men to England and Australia, exclusive of the cost of their passages, which is not included in the statement of expenditure. The charges for clothing and feeding the vagrants, and for hospital expenses and contingencies amounted to Rs. 3,084-5-1, exhibiting a cost per head calculated on the daily average strength of Rs. 103-7-10 for the year, or about Rs. 6 less than the cost in 1872.

(2).—MORUSSIL PRISONS.

Number of Prisons.

The jails under the control of the Inspector General of Prisons during the year under review were 107 in number, which are classified as follows:—1 Central, 23 District, 82 Subordinate Jails, and 1 Extramural Gang. The latter, which is employed on the Narra Canal works, has been declared a Subordinate Jail, but is not legally such. During the year the Subordinate Jail at Umarkot was converted into a District Jail, and the jail at Yerauda was formally declared to be a Central Jail.

In the Appendix will be found a statement (III.—D 1) showing the number and disposal of convicts in these jails (exclusive of Subordinate Jails) during the year. It appears therefrom that the total number of prisoners confined in them in 1873 was 20,740, or 7 less than in the previous year. The number, however, (13,996) received during the year was higher by 111 than that in 1872, the increase being mainly in the number of female prisoners, which rose from 804 in 1872 to 865 in 1873. In the Deccan Jails the number of prisoners received in 1873 was on the whole somewhat less than in 1872. In the Konkan Jails there was a slight decrease. In the Southern Marátha Country jails there was a small increase, whilst the number imprisoned in Gujarát and in Sind was materially higher than the number in the preceding year. The reduction in the number of convicts admitted is most conspicuous in the case of the jails at Tanna, Rájkot, Dhulia, and Kaládgi. A considerable falling off is perceptible at Aden also; this is stated to be due to the more frequent infliction of flogging as a punishment in lieu of imprisonment. An increase is most noticeable in the jails at Ratnágiri, Ahmedábád, Karáchi, and Shikárpur.

The daily average number of persons undergoing imprisonment is stated to have been 7,467 in the year under review as against 6,735 in 1872. This serious increase seems to be due to the sentences passed being on an average of longer duration. It appears that whilst in 1872 5,202, or 25.1 per cent. of the convicts, were sentenced to terms of imprisonment not exceeding one month, in 1870 only 4,732, or 22.8 per cent., were imprisoned for such a limited period. The proportion of prisoners, on the other hand, in jail sentenced to terms varying from more than one month to six months was materially greater in 1873 than in 1872, the percentage of such convicts to the total number being in the latter year 32.8, whilst in the year under review it amounted to 35.3. The only jails in which the daily average strength of the prisoners confined in them was less in 1873 than in 1872 were those at Aden, Dhárwár, Rájkot,

and Bukhur. In all the other jails an increase to a greater or less extent is perceptible, the increase being most marked in the Yeranda, Ahmedábád, Karáchi, Haidarábád, and Shikárpur Jails.

Nationality
of the Con-
victs.

The second statement in the Appendix (III—D 2) shows the religion, age, and previous occupation of the convicts. It appears from it that 14,162 or 68·3 per cent. of the prisoners in confinement in 1873 were Hindus. In 1872 the Hindus constituted 67·2 per cent. of the total jail population. In 1873 the Musalman prisoners numbered 6,021 or 29 per cent. of the whole jail population; in 1872 the proportion of Musalman convicts was 30 per cent. 46 Europeans were imprisoned in 1873 as against 59 in 1872. The decrease is attributable to the smaller number confined in the Karáchi Jail, only 2 Europeans having been imprisoned there in 1873 as compared with 12 in 1872. As usual the largest number of European convicts was in the Aden Jail. Poona and Yeranda were the only jails in the Presidency proper in which Europeans were detained in 1873.

Juvenile Of-
fenders.

The number of juvenile offenders (430) imprisoned in 1873 was slightly higher than the number (425) in the preceding year. The increase was greatest at Kaira, where the number rose from 35 to 58. At Kaládgi the number fell from 39 to 12, being the most noticeable diminution.

Number
sentenced to
simple im-
prisonment.

A large increase is observed in the number of persons confined sentenced to simple imprisonment only. In 1872 1,058 persons of those imprisoned were sentenced to this form of punishment, whilst in 1873 the number is reported to have been 1,235. This description of imprisonment appears to have been most frequently awarded in the Belgaum, Surat, and Kánara Districts. No less than 16·4 per cent. of the convicts in the Karwar Jail during 1873 were sentenced to simple imprisonment. Government have more than once expressed their opinion that it is both useless and impolitic, as a general rule, to inflict this variety of punishment. Its deterrent effect is nil, as it simply amounts to keeping the offender in a state of idleness within certain limits for a specified period at the expense of the State.

8,809 or 42·5 per cent. of the convicts in 1873 are described as agriculturists and 6,442 or 31 per cent. as labourers; 1,083 were domestic servants, and 513 were Government employés. A large falling off is to be remarked in the number of artizan prisoners, 638 of this class being confined in 1873 as against 1,105 in 1872. This fluctuation may, however, be attributable to the interpretation put at different times by different Superintendents on the term "artizan". 666 of the convicts are stated to have had "no occupation". It may probably be assumed that the majority of these persons were professional thieves and habitual criminals—a conjecture which is borne out by the fact that in those jails where the number of prisoners recorded as having "no occupation" was highest, the number of re-convicted prisoners admitted was proportionally the greatest. 112 of the convicts are entered as persons "of independent property". Of them 90 were confined in the Karwar Jail, but it is probable that a different meaning is attached to those words by the Superintendent of that jail from that attributed to them by other Superintendents.

From the statement in the Appendix (III.—D 1) it appears that 7,834 convicts were in confinement on 31st December 1873 as compared with 6,744 on the corresponding day in the preceding year. 12,027 persons were discharged during the year on the completion of their sentences. 15 prisoners were released by the direction of Government, 3 by reason of extreme ill-health, and 12 for meritorious conduct. No convicts were transported to the Andamans, as no vessel could be obtained to convey to Port Blair the prisoners in the Tanna Jail awaiting transportation. Arrangements have now been made to send the convicts sentenced to transportation to the Andamans *via* Calcutta. 551 of the prisoners admitted into jail were released on appeal, the percentage of persons so released being 2·7 in 1873 as compared with 3·5 in 1872. In the Sholápur, Kaládgí, and Shikárpur jails the percentage of convicts released on appeal was highest, being respectively 5·2, 4·9, and 4·8. It was lowest at Aden, where it was only ·3. 65 con-

Previous
occupation of
Convicts.

Disposal of
Convicts.

victs were executed in 1873 as against 61 in the previous year. In the Kaládgi District 11 and in the Sátára District 8 murderers were hanged.

Re-convicted
Prisoners.

It is a matter of regret that the proportion of re-convicted prisoners admitted into the jails is still increasing. From 8·3 per cent. in 1872 it has risen to 9·7 in 1873. Taking the male and female prisoners separately the percentage of re-convictions has increased in the case of the former from 8·4 to 9·8, and in the case of the latter from 5·6 to 7·6. The percentage of re-convictions amongst the female prisoners was greatest at Aden, Dhulia, and Ratnágiri. 19 of the 61 female convicts in the first-mentioned jail, or 31 per cent., had been previously in jail. The number of male offenders who had previously undergone imprisonment was very large in the Dhulia, Tanna, Ahmedábád, and Surat jails, and the three principal jails in Sind, whilst in the jails at Yeranda and Dhuliakot, the inmates of which are almost exclusively long-term prisoners, the proportion of old offenders was extremely small, being in the former 6·4 per cent. and in the latter only ·6 per cent. In the Dhulia, Sholápur, Karwar, Ratnágiri, and Sind jails the proportion of re-convicted prisoners was highest. The great fluctuation in the percentage of the different districts in different years is somewhat remarkable, but the really important consideration is not that the number varies materially from year to year in any given district, but that taken as a whole the returns from all the District Jails display a steady increase yearly in the number of re-convictions. The only remedy lies in the infliction of heavy sentences by the Criminal Courts on second and third convictions, and in the employment of hardened offenders when in jail on the most severe, rigorous, and deterrent forms of labour.

Conduct of
the Prisoners.

The general conduct of the convicts would appear to have been about the same in 1873 as it was in 1872, or if anything—if the number of punishments inflicted, compared with the daily average number of prisoners, is accepted as a criterion—slightly better. 1,204 prisoners were punished in the year under review as compared with 1,138 in 1872.

but the percentage of punishments to the daily average strength of convicts was about 1·2 less than in 1872. The convicts in the Karáchi, Karwar, Belgaum, and Ratnágiri jails would seem to have been most conspicuous for misbehaviour. In the first-mentioned jail alone 283 prisoners were punished, whilst, on the other hand, in the neighbouring jail at Haidarábád with a larger population and a higher daily average strength only 14 convicts were punished, and in the Ahmedábád Jail, which had a greater total population than either, but in respect of the daily average strength of prisoners occupied an intermediate position between them, but 7 convicts were punished. At Tanna only 26 out of 2,254 prisoners were punished, or little more than 1 per cent., whilst at Karwar 74 out of 506, or 14·6 per cent., were punished. These figures seem to show what very different ideas are entertained by different Superintendents as to what discipline should be maintained, how it should be kept up, and what acts constitute offences meriting punishment; for it is difficult to suppose that the general conduct of large bodies of prisoners, taken for the most part from the same classes, and subject to the same conditions, can vary so immensely in different jails. Idleness and negligence at work constituted the offence of which about one-third of the prisoners who were punished were guilty, whilst about one-half of the total number were punished for having forbidden articles in their possession or for other acts of disobedience to the bye-laws. The number of serious offences for which punishment was inflicted was comparatively small. In 872 instances, or about 72 per cent. of the cases, the punishment awarded was corporal; in 450 cases, however, the number of stripes given was less than 10, and only in 97 instances were 20 stripes or upwards administered. At Aden, Poona, Tanna, Ahmedábád, Dhuliákot, Dohad, and Haidarábád flogging was the only punishment resorted to in the case of male prisoners, and at Shikárpur of 149 prisoners punished 146 were whipped. In the Jail Bill now before the local Legislative Council provisions have been introduced to restrict the power entrusted to the

Superintendents of inflicting corporal punishment, which there is reason to fear is not always exercised with due discretion and discrimination.

Escaped
Prisoners.

60 prisoners escaped in 1873 as against 35 in 1872. This large increase was caused by the escape on one occasion of 41 prisoners in a body from the Poona City Jail, and 4 escaped from the Sátára Jail. 37 of the convicts who escaped in 1873 were re-captured during the year. The number of prisoners who have escaped at various periods and are still at large appears to be 80.

Under-trial
and Civil Pri-
soners.

Two statements in the Appendix (III.—D 3 and 4) show the particulars regarding under-trial and civil prisoners. The most noticeable features in them are a falling off in the percentage of the former class of prisoners convicted and a large increase in the number of civil prisoners. The accommodation provided for them appears to be bad and inadequate, but Government have decided to await any representations and recommendations which the District Judges may think it desirable to offer before taking any action in the matter.

Vital Statis-
tics.

The vital statistics of the jails for 1873 are contained in a statement in the Appendix (III.—D 5). The general health of the convicts appears to have been even better in that year than in 1872. 204 deaths occurred in 1873, being 2·7 per cent. of the daily average strength, whilst in the previous year the proportion of the deaths was 2·9 per cent. In 1873, 5,884 convicts, or 883 less than in 1872, were treated in the jail hospitals. Calculated on the total population for the year the rate of mortality was highest in the Belgaum, Haidarábád, and Rájkot jails, where it amounted to 3·5, 2·6, and 2·2 per cent. respectively. If calculated on the daily average strength it was greatest in the Haidarábád, Rájkot, and Kaira jails, where it was respectively 8, 6·9, and 6 per cent. No deaths occurred in the Aden Jail. One prisoner only died in the Ahmadnagar Jail, and but two died in each of the jails at Kaládgi, Ratnágiri, and Bukhur. Tested by the proportion of the daily average number of sick to the daily average strength, the health of the convicts was best

in the Aden, Ahmadnagar, Dhúrwar, and Ratnágiri jails, in the order in which they are mentioned, and worst in the Bukhur, Rájkot, Kaira, and Belgaum jails, in all of which above 4 per cent. of the daily average number were on the sick list. In the remaining jails not mentioned in the preceding sentence the proportion of sick varied from 1·5 to 3·7 per cent. A material improvement is noticed in the health of the convicts confined in the Sind jails, with the exception of that at Haidarábád, where the water-supply is stated to be bad in quality and deficient in quantity. The health of the prisoners in the large central jail at Yerauda appears to have been very satisfactory during the year. No case of cholera occurred in any jail during 1873, and but four of small-pox, only one of which proved fatal. Intermittent fever was, as usual, the most prevalent disease. Cases of dysentery and diarrhœa were less frequent, but proportionately more fatal in 1873 than in the preceding year.

The financial results for the year under review are, on the whole, satisfactory. The total cost of the maintenance and guarding of the convicts (exclusive of the merely nominal charge for police and military guards, which is given as Rs. 1,38,660-12-6, or Rs. 5,756-4-10 less than in 1872), as exhibited in a statement in the Appendix (III.—D 6), amounted to Rs. 4,53,263-7-6, being Rs. 23,468-13-10 below the expenditure for the same purposes in 1872. The cost per head of average daily strength for the items included under these heads, viz., rations, fixed and extra establishments, hospital charges, clothing and contingencies, was Rs. 60-12-3, as compared with Rs. 70-12-6 in the previous year, exhibiting a reduction of Rs. 10-1-3. This diminution in the average cost per head is mainly due to the great decrease in the cost of rations consequent upon the general fall in the price of food, which brought down the cost of rations per head from Rs. 38-1-7 in 1872 to Rs. 30-15-7 in 1873 or by Rs. 7-2-0. This decrease in the cost of rations was general throughout all the jails in the Presidency, but was most conspicuous at Aden, Sátára, and Rájkot, amounting in the last-mentioned jail to Rs. 19-9-0 per head. In Sind prices

Financial results—Cost of maintenance and guarding.

have not generally fallen, and in the jails of that province with the exception of that at Karáchi, where it was Rs. 9-2-0 per head, the saving in 1873 as compared with 1872 was comparatively small; but in most of the Gujarát, Deccan, and Southern Marátha Country jails the reduction was very considerable. In respect of the cost of rations, Kaira was the cheapest and Surat the dearest of the Gujarát jails, the difference in charge amounting to Rs. 10-1-0 per head, whilst in the Kánarese districts Belgaum was the least expensive, with an average charge per head of Rs. 29-14-0, and Dhárwár the most costly, the charge there being Rs. 35-14-0. Taking all the jails, the cost of food was highest at Aden (Rs. 70-8-0) and least at Sátára (Rs. 21-2-0).

Fixed Estab-
lishment
charges.

The charge for fixed establishments was Rs. 1,37,369-8-1 or Rs. 1,296-1-4 in excess of the cost in 1872. The increase is attributable to the augmentation of the pay of the Superintendent of Yeranda Central Jail, and of the Jailer of the Poona City Jail, and to an addition of four peons and warders to the establishment of the Aden Jail. The charge per head of average strength for this item in 1873 was Rs. 18-6-4, or Rs. 1-12-11 less than in the previous year, which is due to the daily average strength of the convicts having been in 1873 considerably above the strength in 1872.

Extra Estab-
lishment
Charges.

Extra establishments cost Rs. 9,540-13-11 as against Rs. 10,273-0-9 in 1872. Establishments of this nature are maintained only at the Tanna and Dhuliákot jails. It appears, however, that establishments entertained for guarding prisoners on extramural labour are not accounted for under this head, although such establishments are clearly extra, being over and above the fixed strength of the permanent establishments.

Hospital
Charges.

Hospital charges amounted to Rs. 14,288-12-9 in 1873 as contrasted with Rs. 14,815-9-6 in 1872, a result which is due to the better general health of the prisoners in the year under review. The cost per head of average strength throughout the Presidency was Rs. 1-4-5, or 4 annas less than in 1872. It was highest at Bakhur, Rájkot, and Shi-

karpur, where it amounted to Rs. 3-8-0, Rs. 3-7-0, and Rs. 3-6-0 respectively, and lowest at Ahmadnagar, where it was only 13 annas.

Under the head of clothing a material increase of ex-^{Clothing}penditure is reported, the charge for this item in 1873 (Rs. ^{Charges.} 30,418-13-6) being Rs. 5,293-2-9 more than the cost in 1872, whilst the expense per head of average strength rose from Rs. 3-11-8 in 1872 to Rs. 4-1-2 in 1873. With the view of diminishing the expenditure on this account to the utmost possible extent, Government have directed that the clothes of the prisoners should, as far as possible, be made up by convict labour in the jails out of materials manufactured in the jail factories.

The increase under the head of clothing is to a consider-^{Contingencies.}able extent counterbalanced by a fall of Rs. 3,465-7-9 in the charge for contingencies. The charges under this head were very high at Aden, Rájkot, and Kaira, but were in the great majority of the jails lower in 1873 than in 1872.

The charge for police and military guards—which is a ^{Jail Guards.}purely nominal one, as it is not paid in cash nor is it transferred in the general accounts to the debit of the Jail Department—is entered as being Rs. 1,38,660-13-6 or Rs. 5,756-3-10 less than in 1872. A proposal has been made and is now under consideration to employ a special body of jail guards to perform the duties which now devolve upon detachments of Native Infantry and District Police in the various jails. The adoption of such a course would throw a real and substantial new charge upon the Jail Department, as the wages of the guards would have to be actually paid in cash by that department, but where a jail guard is now furnished by the District Police Force, the strength of that force might be reduced if it were relieved of the duty of guarding the jail.

The expenditure during the year on the construction of ^{New Jails.}new jails amounted to the large sum of Rs. 1,99,953-12-11, or nearly two lakhs of rupees, being close on Rs. 68,000 more than the charge for the same object in 1872. The

jail at Karwar was finished, and considerable progress was made with the works of the new jail at Tanna, on which Rs. 76,405-8-1 were spent during the year. Rs. 69,582 were expended on the new buildings at Yeranda. The cost of additions, alterations, and repairs was Rs. 15,352-3-9 as compared with Rs. 10,738-10-10 in 1872. The charges under this head were highest at Yeranda, Poona and Shikárpur.

Employment
and Earnings
of Convicts.

A statement in the Appendix (III.—D 7) shows how the convicts were occupied during the year and their estimated earnings. 1,234 on an average were, it appears, daily employed as jail servants, being 16·5 per cent. of the average strength. It was only in the Tanna, Karwar, Haidarábád, and Shikárpur jails that the number of prisoners so employed was kept within the prescribed limit of 10 per cent. In all the other jails this limit was exceeded, in some to a very large extent. With the view of preventing the employment of an unnecessarily large number of convicts as jail servants Government have recommended to the Inspector General's consideration a suggestion that he should fix the number of servants on his visit to a jail, and prohibit the employment of any in addition without his pre-sanction. The average daily number of convicts engaged on the construction of and repairs to jails was 1,235 in 1873 as against 1,351 in the preceding year. At Yeranda on an average 449, at Tanna 415, and at Dhárwar 129 men were daily engaged on this form of labour. The total estimated earnings under this head (Rs. 63,826) were, it is to be noticed, more than Rs. 37,000 less than in 1872. The average number of prisoners employed in grinding grain and making up clothing, &c., was considerably higher than in 1872, and their nominal earnings were about 44 per cent. higher in the aggregate. The average monthly earnings per head of the convicts engaged on such work are given as Rs. 4-4-0. On an average 474 prisoners, or 166 more than in 1872, were employed daily on extramural labour in the service of the Public Works Department and of Municipalities. Their gross earnings were Rs. 26,190, whilst the net profit derived

from their labour was about Rs. 12,750. At Shikárpur 160 prisoners were employed in this manner, and their earnings amounted to Rs. 10,650, giving an average monthly earning per head of Rs. 5-9-0. The receipts from this source were considerable at the Poona, Belgaum, Kaládgi, and Haidarábád Jails. The average daily number (573) of convicts employed in the jail gardens was less, by 8 than the number in 1872, and their estimated earnings exhibit a decrease of Rs. 1,683-10-0 as compared with the earnings in 1872. The value of the produce of the gardens is stated to have been Rs. 22,751: of this sum Rs. 3,638 represent the price of vegetables sold. The jail gardens at Karwar, Dhulia, Shikárpur, Dhárwár, and Tanna appear to have been comparatively profitable, whilst those at Ratnágiri, Surat, Sátára, Dhuliákot, and Poona proved very unremunerative. Government have directed that able-bodied healthy convicts should be employed sparingly and rarely on such light and pleasant labour as gardening. Shot-drill was introduced into four jails during the year under review, and 88 convicts on an average were employed daily on this purely punitive form of labour. Resort was had to it most freely at Dhulia and Kaládgi. It is probable that if it were used more generally a diminution would take place in the number of re-convictions. Government have for some time been apprehensive that too great a preference is given to the employment of prisoners on labour assumed to be profitable, and it appears that in many cases, while the punishment is necessarily diminished, the money return is almost worthless. The profits of the jail factories are estimated to have been Rs. 27,656-9-0 in 1873, or Rs. 4,297-1-0 less than in 1872, although the daily average number (1,907) of convicts employed in the factories was higher by 353 than the number in 1872. The average annual estimated earnings of each convict have also fallen from Rs. 20-9-0 to Rs. 14-8-0. The employment of free artizan teachers is being tried as an experiment in the Sind jails. The result will be awaited before the plan is attempted in the jails in the Presidency proper.

Cash Receipts
and Expendi-
ture.

The gross cash receipts of the year are reported to have been Rs. 1,56,603-15-4, of which sum Rs. 1,44,429-0-6 are stated to have been paid into the Treasury, the remainder forming a cash balance in hand at the close of the year. The total gross expenditure on jails in 1873 (including the nominal charge for police and military guards) amounted to Rs. 8,97,363-15-10, and the net expenditure, deducting the cash receipts, was Rs. 7,52,934-15-4 as contrasted with Rs. 6,88,971-12-6 in 1872, exhibiting an increase of about Rs. 63,963. Excluding from consideration the nominal charge for guards, the net cost of the department was Rs. 6,14,274-2-10 in 1873 as against Rs. 5,46,554-11-2 in 1872, giving a charge per head of average strength of Rs. 82-4-3 in 1873 as compared with Rs. 81-2-5 in the previous year. This increase is solely due to the very much heavier expenditure in 1873 than in 1872 on new buildings and repairs.

SUBORDINATE
JAILS.

Number of
Jails and Pri-
soners and
disposal of
Prisoners.

The number of Subordinate Jails in existence in 1873 was 82 (including the jail at Umarnkot, which during part of the year was a Subordinate Jail and during part a District Jail) or two more than in 1872, the increase being due to the creation of 2 new Subordinate Jails in the Násik District. 4,421 prisoners were admitted into these jails during 1873, showing a reduction of 1,059 as compared with the number of admissions in 1872. The falling off was most conspicuous in the Karáchi District, where only 491 persons were confined in Subordinate Jails in 1873 as against 1,282 in the previous year. A reduction in the number of prisoners received is also noticeable in the case of the Subordinate Jails in the Kaládgi, Ahmádnagar, Kánara, and Sátára districts. The total Subordinate Jail population in 1873 was 4,781, and the daily average number of persons in confinement was, including the prisoners at Umarnkot, 341·2. Excluding the convicts in that prison the daily average strength was only 203·5, or on an average 2½ prisoners per jail. 352 of the prisoners admitted into Subordinate Jails were apparently only temporarily detained whilst *en route* to other jails: of these 326 were received in the Násik Subordinate Jail. 4

prisoners escaped from Subordinate Jails in the Haidarábád and Thar and Parkar Districts, 19 died (14 in the jail at Umarnkot), 282 remained in confinement on 31st December 1873, and the rest were discharged during the year.

905, or about 19 per cent., of the prisoners confined in Subordinate Jails in 1873 were sentenced to terms of imprisonment not exceeding 7 days. 1,075, or about 22·5 per cent., were sentenced to terms exceeding the legal limit of one month. Of these, however, 336 were confined in the Umarnkot Jail, which in 1873 was constituted a District Jail, and 340 were admitted into the Násik Subordinate Jail, whence they were transferred to the District Jail at Tanna. The average length of the period of imprisonment of the convicts in the Subordinate Jails, omitting from consideration the jail at Umarnkot, was $17\frac{1}{2}$ days. It was greatest in the Thar and Parkar Subordinate Jails, where it amounted to $73\frac{1}{2}$ days, and shortest in the Subordinate Jail at Juner in the Poona District, where it was only $4\frac{5}{8}$ days. As a general rule very short terms of imprisonment extending over only two or three days appear to be neither useful nor politic, but in some cases the passing of such short sentences cannot be avoided, as, for instance, when the offence proved to have been committed is, though in reality comparatively trivial, one for which imprisonment must be awarded, or when the person convicted of a trifling offence is unable to pay the small fine inflicted.

As was to be expected, considering the very limited duration of the sentences passed upon the great majority of persons imprisoned in the Subordinate Jails, the rate of mortality was very low. Only 5 deaths occurred in all the Subordinate Jails excluding that at Umarnkot. Of these deaths 2 were at Godra. At Umarnkot 14 convicts died, giving a death-rate of something over 10 per cent. of the daily average strength. This serious mortality is attributed by the Superintendent to the excessive cold of the winter season, which severely affected the health of the population generally in Umarnkot and its vicinity.

Term of imprisonment.

Health of the Prisoners.

Cost of Sub-
ordinate Jails.

The total gross cost of the maintenance of all the Subordinate Jails (excluding Umarnkot) was in 1873 Rs. 19,412-11-3; the receipts from convict labour amounted only to the insignificant sum of Rs. 157-12-4, leaving the net cost of these jails Rs. 19,254-14-11. The cheapest Subordinate Jail was that at Bagewádi in the Kaládgi District, where the total cost per head of average strength (4) for the year was Rs. 54-11-6; and the most costly was that at Broach, where owing to the heavy charges for police guard and fixed establishment the expenditure per head of average strength (8·4) was Rs. 339-11-8, or, deducting profits of prison labour, Rs. 332-2-5. In Sind the Shikárpur District Subordinate Jails were comparatively the least costly, whilst those in the Karáchi District were the most expensive per head of average strength. As compared with the other Subordinate Jails (excluding that at Bagewádi) in the Northern and Southern Divisions, those in the Sátára and Ahmadnagar Districts and that at Alibág appear to the greatest advantage in respect of the total cost per head of the convicts confined in them. In respect of the charges alike for rations, fixed establishment, and clothing, the cost per head of daily average strength is considerably higher in the subordinate jails than it is in the District Jails. The total gross average cost of the maintenance per head in 1873 amounted to Rs. 95-10-0 in the Subordinate Jails, excluding Umarnkot, against Rs. 79-4-4 in the District Jails, showing a difference of Rs. 16-5-8 in favour of the latter. The real difference is, however, still larger, for while in the District Jail the gross cost is perceptibly diminished by the earnings of the convicts, in the Subordinate Jails the earnings of the prisoners are, as above shown, merely nominal.

Employment
of Prisoners
in Subordi-
nate Jails.

Information has not been furnished as to the mode in which the convicts imprisoned in the Subordinate Jails were employed in 1873, but it is feared that in many instances they did nothing, and that even in the cases where some-kind of employment was found it was for the most part of a very light and simple nature, unworthy of being considered hard

labour and in no wise constituting a deterrent punishment. It is difficult to find suitable hard labour for a few prisoners confined in a lock-up termed a Subordinate Jail, imprisoned for but a few days or weeks at the utmost, and with no one to watch and supervise them but an ordinary peon, but Government have suggested that in most places they might be employed in stone-breaking. Whether the labour is pecuniarily remunerative or not is a question of secondary importance; the great object to be aimed at is to render it severe and irksome.

A consideration of the facts that financially Subordinate Jails are more costly than District Jails, and that as places of punishment—as places where sentences of hard labour can duly be carried out and proper discipline be kept up, they are altogether inferior to District Jails, has induced Government to decide that Subordinate Jails should only be established, or, if already established, should only be maintained at those stations where their existence is absolutely necessary and where the inconvenience and disadvantages which would arise from their non-existence would more than counter-balance the drawbacks inevitably connected with them when established as compared with District Jails. It has accordingly been directed that Subordinate Jails should only be kept up at places situated at a distance from the District Jails so great that it would be needlessly expensive and troublesome to convey frequently from them to the District Jail prisoners sentenced to merely a few days' imprisonment, that they should be maintained only at places where suitable accommodation and labour can be provided for the convicts, and where the number of prisoners who would be confined in them is likely to be considerable, and that the multiplication of jails of this class in any district should be avoided. It is believed that the effect of this order will be to reduce materially the number of Subordinate Jails in existence, more especially in Sind, but the whole of the circumstances will be duly considered in each case before any Subordinate Jail is finally abolished.

Proposed reduction in the number of Subordinate Jails.

Poona Juvenile Reformatory.

The Juvenile Reformatory situated in the Poona District Jail is worthy of special notice. The total number of juvenile offenders confined in this prison was 71 in 1873, or 17 in excess of the number in the preceding year. The daily average strength was 46 against 22 in 1872, exhibiting an increase of more than 100 per cent. The number in confinement at the close of the year was 50. During the year 41 boys were admitted to undergo sentences ranging from 15 days to 30 months, 5 boys having been sent to the Juvenile Prison who had been sentenced to terms of imprisonment of less than one year, contrary to the repeated orders of Government. The Superintendent states that in consequence of the large increase in the number of juvenile offenders sent to the prison the accommodation originally set apart for their use has proved insufficient, and it has been found necessary to add two more wards to that portion of the City Jail devoted to the purpose, thereby materially limiting the space available for adult convicts. It has been pointed out, however, that any overcrowding in that part of the jail occupied by adult criminals can without any difficulty be relieved by transferring prisoners from time to time, as occasion demands, to the Yerauda Central Jail, and Government have directed that under no circumstances should the juvenile offenders be permitted to associate with the other convicts. The health and conduct of the juveniles are reported to have been good. Only one death occurred during the year. The progress made in the literary knowledge of the boys during the year seems to have been fair. Measures are being taken to ensure a regular periodical examination of the boys in the Juvenile Prison School by the local Deputy Educational Inspector. The employment of the paid artizan teacher has proved advantageous alike in securing the more complete isolation from all adult criminals of the juvenile offenders, and in procuring better industrial tuition than would otherwise have been obtainable. The great majority of the boys are learning carpentering, and some of them have made what the Inspector General considers to be "very satisfactory progress." 10 are receiving instruction as blacksmiths, and it is re-

ported that the greater part of the blacksmith work done within the jail is executed by the juveniles.

CIVIL JUSTICE.

(1).—TOWN AND ISLAND OF BOMBAY.

The High Court of Bombay, Original Side, exercises powers in the following departments or jurisdictions:—Ordinary Original Civil and Criminal, Extraordinary Civil and Criminal, Admiralty and Vice-Admiralty, Testamentary and Intestate, Insolvent, Matrimonial (Christian and Pársi), and Appellate (from Division Courts in Original Jurisdiction). There are usually 3 and sometimes 4 Original Civil tribunals, an Appellate Civil Court, an Insolvent Debtors' Court, and a Chief Pársi Matrimonial Court. The Chief Justice and 3 of the Judges are barristers; one Judge is a covenanted civilian.

High Court
(ORIGINAL
SIDE).

Departments
or Jurisdic
tions.

In the General Jurisdiction there were 1,780 cases for disposal during the year, of which 931 remained from the previous year, and 5 were received by transfer. The number disposed of was 937, and the number pending, inclusive of some cases restored, was 857. The arrears were, therefore, somewhat reduced in the course of the year. Of the suits disposed of only 175 were contested, in 131 of which judgment was given for the plaintiff, in 44 for defendant. The average duration of contested suits was one year, one month and 2 days; of uncontested, 11 months and 8 days; but in the latter term are included all suits uncontested at the final hearing, though they may have been contested at the earlier stages.

Working of
the High
Court during
the year.
General
Jurisdiction.

In the Equity Jurisdiction there was only 1 case for disposal, and it remained from the previous year. It was disposed of, but in what manner is not stated.

Equity Jurisdiction.

The number of cases for disposal in the Admiralty Jurisdiction was 4, all of which were instituted during the year. Three were contested, and decided in favour of the plaintiff; one was pending at the end of the year.

Admiralty
Jurisdiction.

There were 22 testamentary cases for disposal, 12 of which were instituted during the year. 13 were disposed of, 7 of

Testamen-
tary Jurisdic-
tion.

which were contested. The average duration of contested suits was 6 months 15 days ; of uncontested, 4 months 18 days.

**Matrimonial
Jurisdiction.**

5 matrimonial cases were on the file, 3 of which were instituted during the year. 2 were disposed of, but 1 is said to have been stayed. The average duration of this class of suits was 11 months 14 days.

**Insolvent
Jurisdiction.**

In the Insolvent Jurisdiction 799 suits were instituted and 674 remained from the previous year. 609 were disposed of, but only 24 were contested. The number pending at the end of the year was 864, being 190 more than at the end of the previous year.

**Appellate
Jurisdiction.**

At the Original Side of the High Court appeals from the Division Courts are heard, and references from the Small Cause Court. There were 45 appeals and 6 references in 1873, 15 of the former and 2 of the latter having remained from the previous year. 23 appeals were disposed of, 6 of which were dismissed on default or withdrawn by consent ; the rest were contested, in 12 of which the original decision was confirmed, in 3 reversed, in 1 modified, and 1 was remanded. 23 are shown as pending at the end of the year, in which number the remanded case appears to be included. It remained on the board for further directions. 4 of the 6 references from the Small Cause Court were disposed of.

**Financial re-
sults.**

The total cost of the Original Side of the High Court during the year was Rs. 4,76,554-1-3 ; the net receipts from stamps were Rs. 2,64,472-13-6.

**BOMBAY
COURT OF
SMALL CAUSES
Suits dis-
posed of.**

During the year 30,202 suits were disposed of by the Judges of the Bombay Small Cause Courts. Of them 13,502, or 44·7 per cent., were suits brought on promissory notes and bills of exchange ; 7,440, or 24·7 per cent., were to recover the price of goods sold ; and 1,321, or 4·4 per cent., were to obtain wages due or alleged to be due. In 5,866, or 19·4 per cent., of the suits disposed of, judgment was given *ex parte* ; 6,921, or 22·9 per cent., were compromised ; 2,640 were struck off : in 1,337 cases the plaintiffs were non-suited,

and in 18,609, or 61·6 per cent., of the entire number the decision was in favour of the plaintiff. In only 695 suits was judgment given for the defendant. The total number of cases disposed of in 1873 was larger by 536 than the number in the previous year. The number of cases remaining undisposed of on 31st December 1873 was 3,176 as compared with 3,368 on the corresponding day in 1872, exhibiting a decrease of 192. Of these cases 1,530 had been adjourned for want of service.

598 distraint warrants were issued, but only 73 were executed by actual sale. 300 are reported to have been compromised, and 199 are stated to have remained unexecuted. 18,038 writs of execution were issued against 17,280 in 1872, but the number of persons committed to the civil jail (1,037) was lower by 72 than the number (1,109) in the preceding year. The increase in the number of suits disposed of was accompanied by an increase in the number of processes in the form of summonses, second summonses, and subpoenas issued, which rose from 63,682 in 1872 to 65,843 in 1873. Execution of decrees and processes.

The total gross revenue of the Court from all sources in 1873, after deductions made for refunds on account of cases and distress warrants compromised, was Rs. 2,15,349-11-7, or Rs. 5,164-2-5 less than in the preceding year. This decrease is mainly due to the falling off in the value of stamps filed in suits consequent upon the diminution of the amount litigated. The expenditure in 1873 amounted to Rs. 1,63,315-14-4 as against Rs. 1,66,984-12-6 in 1872, exhibiting a reduction to the extent of Rs. 3,668-14-2. The net profit to Government from the working of the Small Cause Court in 1873 was Rs. 52,033-13-3. The net amount credited to Government in 1872 was larger by Rs. 1,495-4-3 than the above sum. Financial results.

(2).—MOFUSSIL COURTS.

A reference to the statement of judicial tribunals referred to under the head of Criminal Justice (Appendix III.—C I) will show that 153 Courts in all were engaged during the year Number and classes of Tribunals.

under review in the administration of civil justice outside the limits of the City of Bombay. This number is exclusive of Revenue Courts not possessed of other civil jurisdiction, of which there are 385, constituted by Magistrates of various grades exercising also revenue powers. Of the Courts holding civil powers in the distinctive sense of the term, 25 are District Judges, Joint Judges, and Assistant Judges, who have also criminal jurisdiction. 20 Magistrates of various grades hold also civil powers—1 first class Magistrate in Belgaum (inclusive of Kaládgi) and 1 in Poona being invested with such powers under Regulation III. of 1859, 14 second and third class Magistrates being invested with powers to try civil cases of a petty nature in the Non-Regulation District of Haidarábád, while the Extra 1st Assistant Collector in charge of the Panch Maháls is the Agent for the Governor in that district, and holds the powers of a District Judge, and the 2nd Assistant and Deputy Collector in that district exercise the powers of an Assistant Judge under Act XIV. of 1869. 108 tribunals have civil jurisdiction only. To this number may be added the Courts of Small Causes at Karáchi, Surat,

	and Broach, returns for which have
Ahmadnagar	1 not been received. Of the 111 tri-
Poona	2 bunals 10 are Small Cause Courts at
Ahmedábád	2 the places specified in the margin,
Dhárwár and Hubli	2 with powers to try small cause suits
Surat and Broach	2 not exceeding in value Rs. 500 ; 98
Karachi	1

are Subordinate Judges with the powers defined in Act XIV. of 1869. One unpaid local tribunal at Tanna exercises civil powers under the same Act, while sanads conferring authority to try original suits have been granted to 2 jaghirdárs at Ahmadnagar under Regulation XIII. of 1830.

Suits instituted.

The following statement shows the number of various descriptions of civil suits instituted in all these classes of courts during the year under review :—

Instituted in	Suits for Money.	Suits under Rent Law..	Other Suits.	Total Number of Suits.
Mofussil Small Cause Courts... ..	21,962	...	...	21,962
Unpaid Local Tribunals	195	...	10	205
Subdivisional Tribunals (Sub-Judges' Courts)	144,352	99	9,512	153,963
Do. exercising Small Cause Court Jurisdiction	9,484	...	...	9,484
District Judges' Courts	130	...	73	203
Cantonment Magistrates exercising Civil Jurisdiction	1,487	...	...	1,487
Revenue Courts ... ..	...	...	6,906	6,906
Total ...	177,610	99	16,501	194,210

Further details of the description of suits instituted will be found in a statement in the Appendix (III.—E 1). It will be observed that upwards of 91 per cent. of the total number of suits instituted were for money, and that of these nearly 99 per cent. were for sums of Rs. 500 and under. Accordingly it is found that about 80 per cent. were instituted in the Subordinate Judges' Courts and about 11 per cent. in the Small Cause Courts. The percentage of suits instituted in the District Judges' and other Courts was very small. The whole of the suits instituted under the rent law were only 99. Of the other suits amounting to 16,501, 7,248 or about 44 per cent. were for immoveable property, and 8,312 or above 50 per cent., of which 6,906 were instituted in the Revenue Courts, were to establish rights to real property; the remainder were miscellaneous suits not calling for special remark. Of all the suits instituted 519 were filed against Government, of which 387 were to establish rights to real property. 372, however, of these suits were filed in the Kánara Court, and are presumably for the most part to oppose the introduction of the survey settlement, and depend on the decision of a case now pending in the High Court.

In last report it was pointed out that the Courts had failed ^{Increase of arrears.} in 1872 to overtake the increase in the number of suits instituted as compared with those of the previous year. At the

end of the year under review the arrears were somewhat larger than at the end of the previous year. The number of suits remaining for trial in the Courts of all classes from 1872 was 48,574, the total for disposal was 245,543, the number disposed of was 196,236. This would leave a balance of 97,881, but the number shown as actually pending is only 49,453. It appears that suits on the dormant file are not included in the list of suits pending, and that those referred to arbitration, or disposed of under Section 102 of Act VIII. of 1859, are not shown in the details of suits disposed of. The subjoined table shows the number of cases for trial before the Courts of the several grades, the number disposed of, and the number pending :—

Courts.	Total Number for disposal.	Total Number disposed of.	Pending.
Mofussil Small Cause Courts	25,324	22,579	2,745
Unpaid Local Tribunals	259	219	40
Subdivisional Tribunals	198,160	155,283	43,087
Ditto exercising Small Cause Court Jurisdiction	10,650	8,923	1,727
District Judges' Courts	1,716	563	1,151
Cantonment Magistrates exercising Civil Jurisdiction	1,859	1,653	206
Revenue Courts	7,572	7,016	497
Total ...	245,540	196,236	49,453

Value of Suits.

Details of the value of suits disposed of will be found in a statement in the Appendix (III.—E 2). It shows that the total value of suits disposed of by Civil Courts during the year was Rs. 1,80,85,122-10-10, by Revenue Courts Rs. 3,99,743-10-3, and that of these values by far the largest portion belongs to suits not exceeding Rs. 500 in value. As above remarked, the number of suits involving more than that value is trifling in comparison with the number involving less.

Working of the different classes of Courts.

To show more fully the working of the several Civil Courts of original jurisdiction in the Presidency, a statement is appended (III.—E 3) in which are entered the suits

for disposal and disposed of during the year, the manner in which they were disposed of, and the average duration of each suit. In this case the detailed statement is given in order that the work done by Courts in different districts may be shown. The following facts with regard to the several classes of Courts may be noticed.

Of the total number of suits for disposal in the Mofussil Small Cause Courts, exclusive of those in the Courts of Karáchi and Surat and Broach, 12,008, or more than 47 per cent., were in the Poona Court. The number disposed of in this Court was 10,513, leaving a balance of 1,495 undisposed of, against 2,234 in arrears at the end of the previous year. Of the rest, the largest amount of work done was in the Ahmedábád Small Cause Court, and the least in that of Dhárwár. In the former there were 5,140 suits for disposal and 4,606 disposed of, in the latter there were only 925 suits for disposal and 858 disposed of. It has been mentioned, in a previous section that the abolition of the Dhárwár Small Cause Court is under consideration, in lieu of which it is proposed to establish 3 additional Subordinate Judges' Courts. Of all the suits instituted in the Small Cause Courts only 4,079 were contested, in 3,435 of which judgment was given for the plaintiff and in 644 for the defendant. All the suits instituted in these Courts were suits for money, and the conclusions which the above facts suggest will be pointed out in showing the action of Subordinate Judges' Courts. The average duration of contested suits was 55 days, of uncontested 33 days.

As above mentioned, there are unpaid local tribunals only at Tanna and Ahmadnagar. In these there were 259 suits for disposal and 219 disposed of, but only 40 were contested, in 36 of which judgment was given for the plaintiff and in 4 for the defendant.

The number of suits in Subordinate Judges' Courts naturally exceeds that in any other class of Courts, as they deal principally in suits of small value. Khándesh has been most fertile in litigation of this description during the year, in

considering which, however, it is not to be forgotten that it is the largest and, with the exception of Sâtára, the most populous district in the Presidency proper. 22,800 suits were filed before the Subordinate Judges of this district during the year, 7,589 remained for disposal from the previous year, and 1 was received by transfer, making a total for disposal of 30,390. Tanna with a population of 847,424, against 1,028,642 in Khándesh, had 27,724 suits for disposal before the Subordinate Magistrates, and Surat, of which the population is 730,936, had 23,105. Ahmedábád has a larger population than Surat—829,637, and the number of suits was 23,237, so that the proportion of suits to population is slightly smaller. In Poona and Sâtára the numbers of suits for disposal were respectively 20,088 and 18,110; in Ahmadnagar and Ratnágiri they were 13,932 and 10,847 respectively. In the Southern Marátha Country the number was comparatively small, Belgaum showing 9,134, Kánara 3,845, and Dhárwár 2,937. Panch Maháls had only 2,084, and in the whole province of Sind there were only 12,727, the number being highest in Shikárpur (5,258) and lowest in Thar and Parkar (317).

Increase in
the number of
Suits for
money.

These facts have been stated in detail because they probably indicate the extent to which ryots are being sued by money-lenders in the several districts. It has already been shown that upwards of 91 per cent. of the total suits instituted were for money, and that of suits for money 99 per cent. were for sums of Rs. 500 and under. The returns for 1872 showed that, taking Regulation and Non-Regulation Districts together, the suits for debt both on written and verbal contract disposed of rose to 134,523 from 132,599 in 1871. New forms of statement having been introduced during the year under review, the suits for money disposed of are not separately shown, but the number of such suits instituted was 177,610. The increase has, therefore, been enormous, and is doubtless due, as explained in a former section, to the fall in prices inducing the money-lenders to press their claims. The increase was distributed throughout the several districts; but in the Southern Marátha Country, where the people

have been shown to be generally well off and free from the money-lenders, the number was comparatively small. In the Sind Districts the number of suits does not appear large as compared with those in Regulation Districts, but the number has increased, and almost all the suits instituted are for money, the proportion for other purposes being very small. As the Courts have no option in the matter of attachment and sale they are operating to a large extent to transfer the land from the agricultural to the money-lending classes, and as a Court's sale cannot be postponed because the bidders are few, the land is often, owing to the want of competition, sold for a merely nominal sum.

It is curious to observe that out of a total number of 155,283 suits disposed of before the Subordinate Judges only 21,822 or 14 per cent. were contested, that 107,919 or 69.5 per cent. were decreed on confession or decreed or dismissed *ex parte*, and that in only 3,365 contested cases was judgment given for the defendant. These facts tend to show that the defendants in these cases, who as a rule are ignorant cultivators, suffer most from the action of these Courts, that the mere admission of the execution of a bond is generally regarded as a ground for a decree, no matter what be the circumstances under which the bond was executed, and that the debtors as a rule have so little hope of deriving any help from the Courts that in 69 cases out of a 100 they make no defence.

The conclusions above indicated derive still further support from the returns of cases which come before Subordinate Judges exercising Small Cause Court jurisdiction, as well as from those relating to Mofussil Small Cause Courts. As the latter, however, are located in large towns, it is probable that a considerable proportion of the defendants are of the artizan and labouring classes. All the suits disposed of in these Courts during the year were suits for money. The broad facts shown by the Mofussil Small Cause Court returns have already been mentioned. Uniting them with the results shown by the returns of Subordinate Judges' Courts

Proportion
contested.

Proportion
contested in
Mofussil
Small Cause
Courts and
Courts of Sub-
ordinate Jud-
ges exercising
Small Cause
Court juria-
diction.

exercising Small Cause Court jurisdiction, it is found that of the whole number of suits disposed of—31,502, only 4,824 or a little over 15 per cent. were contested, and that in only 761 or a little over 2 per cent. was judgment given for the defendant. 23,164 or more than 73 per cent. were decreed on confession or *ex parte* or dismissed *ex parte*.

District
Courts.

In the whole of the District Courts in the Presidency there were 1,716 original suits for disposal. The number disposed of was 563, and the number pending at the end of the year was 1,151 against 804 at the end of the previous year. Of the total number pending, however, 944 were in the District Court of Kánara, most of which are, as above mentioned, suits to oppose the introduction of the Revenue Survey system into that district, and are awaiting the decision of the leading case transferred to the High Court. So far as the number of cases disposed of is a criterion, the greatest amount of work in original jurisdiction was done in the two Courts at Ahmedábád, the number in the two Courts being 129. In the Surat Court 76 suits were disposed of, and in that at Poona 55, while 86 were disposed of in the two Tanna Courts. In Kánara the number was only 2, and 1 of them was withdrawn. Out of the total number of 563 disposed of, 248 were contested, and in 115 of these judgment was given for the defendant. The average duration of contested suits was 194, of uncontested 88 days.

Cantonment
Magistrates
exercising
Civil Jurisdiction.

The Cantonment Magistrates at Poona and Belgaum who exercise civil jurisdiction had together 1,859 suits for disposal, and disposed of 1,653. The number at Poona was far in excess of the number at Belgaum, 1,751 suits being for disposal and 1,546 disposed of at the former place. Of the total number disposed of 276 were contested, in 151 of which judgment was given for the defendant. Only 206 were pending at the end of the year against 372 at the end of the previous year.

Revenue
Courts.

The Revenue Courts are principally the Courts of *mám-latdárs*, who under Bombay Act V. of 1864 have jurisdiction in certain cases to maintain existing possession or to re-

store possession to any party dispossessed otherwise than by course of law. There is also an unpaid local Revenue Court at Tanna. The total number of cases for disposal in these Courts was 7,572, of which 7,016 were disposed of. The number pending at the end of the year was 497 against 510 at the end of the previous year. Of the whole number of suits disposed of by these Courts 3,460 were contested, and in 987 cases judgment was given for the defendant.

From a return received from the Registrar of the High Court it appears that there were 1,132 civil appeals for disposal on the Appellate Side in the year 1873, of which 450 remained from 1872, and 682 were instituted during the year under review. The number disposed of was 649, and 483 were pending at the end of the year. Of the suits disposed of 39 were heard *ex parte*, and 54 were dismissed on default or because cognizable by a Court of Small Causes, withdrawn, or transferred to the dormant file. 556 were contested, of which 388 were confirmed, 81 reversed, 45 modified, and 42 remanded. Of the total number of appeals for disposal, 887 were special appeals, 175 regular appeals, and the remainder miscellaneous appeals and appeals from the decisions of District Courts under Acts for special purposes.

The business of the District Civil and Revenue Appellate Courts during the year was as follows :—

	Total number of Appeals for decision.	Total number decided.
Collectors' Courts	38	38
District Judges' Courts.	9,252	6,378

The details for the several District Judges' Courts will be found in Appendix (III.—E 4). The only Collector who exercised this jurisdiction during the year was the Collector of Ahmedábád. All the appeals to him were heard *ex parte*; 22 were confirmed and 16 reversed. In the District Judges' Courts 3,509 remained at the end of 1872, while only 2,778 remained at the end of the year under review. Of the total number disposed of, 2,098 were transferred, 215 dismissed for default or because plaintiff failed to deposit the sum required

to defray the cost of summoning the defendant, 341 were heard *ex parte*, and 3,800 were contested. Of the latter the original decision was confirmed in 2,437 cases, in 476 modified, in 654 reversed, and 233 were remanded. By far the largest number of appeals was dealt with in the Tanna Court, viz., 1,735; Poona comes next with 1,321. In Surat there were only 130 and in Kánara 139 disposed of. The rest do not call for remark.

Execution of Decrees.

The total number of applications for the execution of decrees filed and pending in all the Courts outside the Presidency town was 343,834. Of these 43,766 were completely and 91,157 partially executed, 3,591 were executed by possession being given, and 75,203 were pending at the close of the year. The details for the several classes of Courts will be found in the Appendix (III.—E 5). It will be observed that among the coercive processes used, 18,891 persons were imprisoned, of whom no less than 13,806 were imprisoned by the Courts of Subordinate Judges. It has been represented that many ignorant cultivators, who may have a good moral defence to offer, fail to appear for fear of being arrested, and that this accounts in some measure for the large number of uncontested suits in these Courts. If this be so, it would seem desirable that the power of imprisonment should be exercised as sparingly as is consistent with equity. The same Courts executed decrees by attachment of immoveable property in 37,721 cases and by sale in 39,986 cases. By all the other Courts immoveable property was attached in only 152 cases and sold in 81 cases. It is also to be remarked that the number of applications for execution of decrees during the year in these Courts was nearly double the number of suits. This seems to corroborate an opinion alluded to in a previous section, that money-lenders preferred to hold unexecuted decrees so long as prices were high, but rushed to the Court for execution when prices showed a decided tendency to fall. On the whole it can hardly be doubted that the action of the Subordinate Courts is somewhat one-sided. The ignorance of the indebted classes must always be a cause of suffering to them, and for that there is no effectual remedy but the spread

of intelligence. The Courts must also be guided by the strict letter of the law and by fixed rules; but it seems that a case has been made out for considering whether the principles which are well suited to people generally capable of attending to their own interests should not be relaxed when the contest is between a shrewd class on the one hand and an ignorant one on the other.

The cost of civil administration during the year cannot be shown separately, as most of the Courts exercise criminal as well as civil jurisdiction. From the statement in the Appendix (III.—C 1) showing all the judicial tribunals in the Presidency, except the Courts of Small Causes at Karáchi, Surat and Broach, beyond the limits of the town and island of Bombay, it will be seen that the cost of all exercising civil powers was Rs. 14,99,170-13-8, while the receipts from stamps amounted to Rs. 21,95,351-4-8. The cost of the Courts exercising civil jurisdiction only was Rs. 8,09,563-1-7, and the receipts from stamps in them Rs. 20,43,047-8-8. These figures do not include those for the Appellate Side of the High Court, which as dealing principally with Mofussil appeals may be mentioned here. The total cost for the year 1873 was Rs. 2,75,185-5-6, while the net receipt from stamps was Rs. 39,061-6-0. The Judicial Commissioner in Sind has furnished no returns relating to his own Court.

Financial results.

REGISTRATION:

There have been important changes in the administrative machinery of the Registration Department during the past year. In July 1873 four Inspectors of Registration Offices were for the first time appointed, and subsequently, prior to the close of the calendar year, 32 *ex-officio* Sub-Registrars were replaced by the same number of full-time men.

New appointments during the past year.

The inspectorships, like the appointments of *mámlatdár*, are divided into 4 grades, with monthly salaries of Rs. 250, Rs. 200, Rs. 175, and Rs. 150 attached. Each Inspector also receives Rs. 100 a month as a fixed travelling allowance. The Inspector of the 1st Division, which is conterminous with

Inspectors.

the province of Gujarát, has 5 districts—those of Ahmedábád, Broach, Kaira, the Panch Maháls and Surat, and 35 Sub-Registry offices within the limits of his charge; the Inspector of the 2nd Division has charge of the districts of Ahmadnagar, Khándesh, Násik, and Tanna, containing 52 Sub-Registry offices; the 3rd Division comprises the districts of Kolába, Poona, Ratnágiri, Sátára, and Sholápur, with 45 Sub-Registry offices within its limits; and the 4th Division the districts of Belganm, Kánara, Dhárwár, and Kaládgi, and contains 38 Sub-Registry offices. The above divisions have been arranged with a view to the vernacular languages spoken throughout the Presidency—Gujarátí being the language of the 1st Division, Maráthi that of the 2nd and 3rd, and Kánarese and, to a comparatively small extent, Maráthi that of the 4th Division.

Sub-Registrars.

Of the 32 new special Sub-Registrars appointed during the past year, 2 were in Sind, and the remainder in the Presidency proper. A new grade of special Sub-Registrar has been introduced on a salary of Rs. 25 a month in addition to percentage emoluments, and the measure has been found to work well. There are, therefore, now 4 grades of the special class on salaries of Rs. 75, Rs. 50, Rs. 35, and Rs. 25 a month, and 3 of the *ex-officio* class, with salaries of Rs. 15, Rs. 10, and Rs. 5 a month. All these receive, in addition to their fixed salaries, commission at the rate of 20 per cent. on the fee collections of their offices, out of which they defray the cost of their office establishment. In Sind, with the exception of those of Haidarábád, Karáchi, and Shikárpur, the Sub-Registrars, whether special or *ex-officio*, do not receive fixed salaries, but are paid a moiety of the monthly collections of their offices.

Registrars and Sub-Registrars at the close of the year.

Five Sub-Registry offices were abolished during the year, one of these being in the Presidency District. At the close of the year under report there were in the entire department 25 Registrars, of whom one (the Registrar of Bombay) was special, and the remainder *ex-officio*, and 226 Sub-Registrars, of whom 168 were of the special class and 58 of the *ex-officio*.

During the past year there were in all 85,144 registrations, the number in the previous year having been 90,861. The decline is equivalent to about 5½ per cent. The only districts in which there has been an increase on the numbers for 1872-73 are those of Broach, Belgaum, Kaldgi, and Aden, and Thar and Parkar in Sind; in all the other districts there is a decline, slight in some cases and very heavy in others. The ratio of decrease in Sind, if the whole province be taken together, is equivalent to about 6½ per cent., the figures for 1872-73 having been 7,614 and for the past year 7,116. Optional registration in Sind exhibits a very heavy decline—from 2,755 transactions in 1872-73 to 2,318 in the year under review, a decrease equal to about 16 per cent. on the figures for the first-named year.

Registrations during the past year compared with those of the preceding year.

The number of wills registered during the past year was 415 against 404 in the preceding year. No authorities to adopt were registered, while there were 11 such registrations in 1872-73.

Wills and authorities to adopt.

The proportion of optional to compulsory registration was about 25 per cent., the proportion in the preceding year having been about 29 per cent.

Proportion of optional to compulsory Registration.

Six wills were deposited against 8 in 1872-73; no wills were withdrawn against one such transaction in the previous year; and there was one case of a will being opened and re-deposited against 2 such cases in 1872-73.

Transactions in Book No. V.

The number of refusals to register declined from 275 in 1872-73 to 161 in the past year. Of the 161 documents so refused, 14 were ordered on appeal to Registrars to be registered, 26 orders of refusal were reversed by Civil Courts on appeal, and in 19 cases Registrars on appeal confirmed the order of refusal passed by Sub-Registrars.

Refusals to register.

350 documents were impounded by Registering officers, under the provisions of the Stamp Act, against 416 in 1872-73. In 203 cases the Collectors of Stamp Revenue upheld the action of the Registering officers and decided that the stamp was insufficient, in 138 cases it was decided that

Documents impounded.

the document was duly stamped according to law, and the remaining 9 cases were pending at the close of the year under report.

Indexes. With few exceptions the whole of the indexes of the districts and sub-districts for the calendar year 1878 have been bound.

Examinations of offices. The Inspector General examined 16 Registry and 34 Sub-Registry offices during the past year, and the Branch Inspector General 4 Registry and 18 Sub-Registry offices. The Inspectors of the 1st, 2nd, 3rd and 4th Divisions respectively examined 18, 28, 21 and 27 Sub-Registry offices during the eight months that they were in charge of their appointments, and also collectively examined the district indexes in 9 head-offices. There were 155 examinations of Sub-Registry offices by District Registrars and 145 by Assistant and Deputy Collectors.

Prosecutions. There were 18 prosecutions for offences against the Registration Law, resulting in the conviction of 11 and discharge of 7 persons. Most of the offences were of the nature of false personation.

Receipts. The receipts of the department for the past year, as compared with those for 1872-73, are classified under the various heads in the statement which appears below:—

Nature of Items.	1872-73.			1873-74.			Increase.			Decrease.		
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Compulsory	1,47,731	7	0	1,01,187	14	0	.....	.....	.....	46,543	9	0
Optional	14,975	12	0	12,317	10	0	.....	.....	.....	2,658	2	0
Miscellaneous	8,007	8	0	7,433	4	0	.....	.....	.....	574	2	0
Deposit of wills	12	0	0	24	0	0	12	0	0	.....	.....	.....
Registrations of wills and authorities to adopt	1,493	2	0	1,736	4	0	243	2	0	.....	.....	.....
Penalties	3,334	6	0	2,424	10	0	.....	.....	.....	909	12	0
Withdrawal of sealed covers	4	0	0	.....	.....	.....	.....	.....	.....	4	0	0
Opening sealed covers ..	8	0	0	4	0	0	.....	.....	.....	4	0	0
Powers of Attorney, general	686	0	0	378	0	0	.....	.....	.....	308	0	0
Ditto special	540	0	0	439	8	0	.....	.....	.....	100	8	0
Commissions	163	0	0	207	0	0	44	0	0	.....	.....	.....
Visits	6,620	0	0	6,379	0	0	.....	.....	.....	241	0	0

Nature of Items.	1872-73.		1873-74.		Increase.		Decrease.	
	Ra.	a. p.	Rs.	a. p.	Ra.	a. p.	Rs.	a. p.
Searches and inspections.	1,761	0 0	1,933	0 0	172	0 0	.....
Translations filed ...	84	0 0	32	0 0	.....		52	0 0
Extra fee for registration by District Registrars ...	2,210	9 0	1,997	4 0	.....		213	5 0
Copying fee credited to Government ...	1,06,371	0 0	1,23,256	8 0	16,885	8 0	.....
Copies granted ...	3,927	10 0	4,010	8 0	82	14 0	.....
Extra fee for registration at private residence or jail ...	2,933	14 0	2,522	8 0	.....		411	6 0
Other miscellaneous receipts ...	207	2 8	439	9 8	232	7 0	.....
Fee for memos or copies under Sections 64 to 67.	1,392	10 0	1,294	12 0	.....		97	14 0
Total...	3,02,462	14	3,2,68,017	3 8	17,671	15 0	52,117	10 0
					Deduct Increase...		17,671	15 0
					Net Decrease...		34,445	11 0

The decrease in receipts amounts to Rs. 34,445-11-0, is equivalent to a falling off of about Rs. 11½ per cent., and is caused mainly by there having been no registration during 1873-74 corresponding in magnitude, as regards the amount of fee, to that of the Elphinstone transfer in 1872-73, when nearly Rs. 20,000 were paid in one fee.

The expenditure for the past year is classified under the Expenditure various heads of charge in the statement which is subjoined :

Nature of Item.	1872-73.		1873-74.	
	Ra.	a. p.	Rs.	a. p.
Fixed salaries of Registering Officers ...	1,12,324	0 0	1,22,459	8 6
Percentage paid to the same ...	55,120	12 7	52,321	13 9
Cost of establishment, permanent ...	49,283	7 11	49,057	0 1
Do. temporary ...	220	14 5	40	0 0
Travelling allowance ...	6,154	9 9	9,598	7 5
Furniture and house-rent ...	2,642	15 0	1,723	5 8
Postage ...	3,730	14 0	3,164	11 0
Printing and stationery ...	11,303	9 7	11,628	8 8
Miscellaneous ...	4,879	0 9	6,608	12 4
Total...	2,45,660	4 0	2,56,601	3 5

Cause of increase or decrease under the various heads of expenditure.

The increase in the first item has been caused by the appointment of the Inspectors and the large addition to the numbers of the special Sub-Registrars during the past year. The decrease under the head of "Percentage Allowance" is attributable to the decrease in the fee receipts. The decrease in the cost of permanent establishment is due principally to the abolition of the Mazagon Sub-Registry Office in the Presidency District. Certain temporary establishments sanctioned for some of the Sind offices in 1872-73 were discharged in the past year, and hence the reduction under that head. "Travelling Allowance" shows an increase owing mainly to the payment of travelling allowance to the Inspectors. The expenditure under the heading of "Furniture and House-rent" shows a decrease owing to the abolition of the Mazagon Sub-Registry Office and to a smaller expenditure during the past year in the purchase of dead-stock articles. The new postal rules of September 1873 caused a decrease in the charge for postage. The increase in the charge for printing and stationery is due to a larger issue of vernacular forms, but no money payments are made under this head, as the articles are supplied by the Government Central Press. The increased expenditure under the head of "Miscellaneous" is attributable to the contingent expenses of the Inspectors' Offices and the refund of fees on documents refused registration. Formerly such fees were not returned to the parties who had paid them.

Deficit on the year's operations in Sind, Aden, and the PanchMaháls.

There is a deficit in Sind on the year's operations amounting to Rs. 812-10-9. In the district of Aden the expenditure exceeded the receipts by Rs. 905-12-4, and in the Panch Maháls by Rs. 396-14-10. The other districts proved self-supporting during the past year. For the whole department the ratio of expenditure to receipts was about 95½ per cent. against 81¼ in 1872-73.

Departmental Balance Sheet for the year.

The following is the balance sheet of the department for 1873-74, showing a surplus from all sources amounting to Rs. 23,069-1-2:—

1873-74.	Receipts.		Expenditure.		Surplus.	
	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.
Fees and penalties ...	2,67,577	10 0	2,56,601	3 5	10,976	6 7
<i>Add</i> Value of books and forms, including stationery supplied out of the stock on hand on the 31st March 1873.	4,946	10 11				
Miscellaneous receipts ...	439	9 8			5,386	4 7
	2,72,963	14 7			16,362	11 2
Under the Indian Companies Act X. of 1866 ...	7,725	10 0	1,019	4 0	6,706	6 0
Total...	2,80,689	8 7	2,57,620	7 5	23,069	1 2

The total value of the property affected by documents registered during the past year is estimated to amount to Rs. 4,26,72,079 against Rs. 7,39,07,967 in 1872-73. The registration of the Elphinstone deed in the last-named year, affecting, as it did, property valued at about 2 crores of rupees, is the principal cause of the falling off. The decrease in value is necessarily heaviest in the Presidency district, in which the registration above referred to took place in 1872-73. The value of the property in that district affected by documents registered decreased from Rs. 4,03,22,948 in that year to Rs. 1,83,96,250 in the past year. The districts of Násik, Belgaum, Kaládgi, Kánara, Aden, and Karáchi show an increase in the value of both descriptions of property, real and moveable, on the results for 1872-73; the districts of Sátára, Surat, the Panch Maháls, and Shikárpur show an increase in the value of real property registered, but a decrease in that of moveable; the districts of Kaira, Ratnágiri, and Thar and Párkar are credited with an increase in the value of moveable, but a falling off in that of real property; and the districts of Ahmedábád, Broach, Alibág, Táanna, Ahmadnagar, Khándesh, Poona, Sholápur, Dhárwár, Haidarábád, and the district of the Upper Sind Frontier show a decrease in the value of registered property, both real & 1

Value of property affected by documents registered during the year and average value per transaction.

moveable. The average value per transaction was, taking all classes of documents together, but excluding 1,064 in which no value or consideration was shown, Rs. 510-0-7 against Rs. 880-14-8½ in 1872-73. In the class of registrations relating to real property the average value was Rs. 497-3-3 against Rs. 801-8-3½ in the previous year, and in that of registrations relating to moveable Rs. 612-10-7 against Rs. 1,167-2-7. The influence of the registration of the Elphin-stone deed is again largely seen here. The registration in the Bombay District in 1872-73 of a considerable number of documents affecting moveable property of very large value, and the absence in the past year of any transactions of corresponding magnitude is the apparent cause of the decrease in the average value in the case of registrations relating to moveable property.

Average registration fees during the year.

The average registration fee during the past year was in the compulsory class Re. 1-6-5, in the class of optional registration of real property Re. 0-14-1, and in that of miscellaneous optional Re. 1-10-8. It has been necessary in making this calculation to exclude Sind, as in some of the returns from that province the copying and registration fees were not shown separately. The average fees in the different classes in 1872-73, including Sind, were for compulsory Rs. 2-1-1, for optional registration of real property Re. 0-15-10, and for miscellaneous optional registration Re. 1-9-10

MUNICIPAL ADMINISTRATION.

(1).—BOMBAY MUNICIPALITY.

Administration under the new Act.

The new Act (No. III, of 1872) for regulating the municipal administration of the town and island of Bombay came into force on the 20th June 1873. The object of that measure and its principal provisions were described in last report (pp. 238-241). The first election of members of the Corporation took place on the 20th July 1873, and, therefore, fell within the year under review. But the results of the elec-

tion and the constitution of the Corporation and Town Council which it effected were described in last report (p. 315). Some changes in the members of whom these bodies were composed naturally took place in the course of the year, but none of such importance as to call for special remark. The broad results of the administration during the calendar year 1873, which is the period for which all the accounts are made up, are shown below.

The returns of the gross rateable value of property during the ten years ending with 1873 show great fluctuation: in 1863 there were 17,188 properties the rateable value of which was Rs. 71,59,755, in 1864 there were 17,924 properties with a rateable value of Rs. 1,15,81,130, in 1867 there were 22,829 properties with a rateable value of Rs. 1,63,09,535. From 1867 there was a steady falling off in the valuation, until in 1873, after the general revision of assessment, the rateable value was reduced to Rs. 1,26,71,816. The number of properties was 1,604 less than in 1872. The decrease is partly accounted for by some houses having fallen down, by ranges of chawls assessed in 1872 as separate properties having in 1873 been assessed as single properties, and by 940 cocoanut plantations not being assessed on account of the absence of certain information required from the Collector of Bombay's office. Revision of the assessment registers is stated to be urgently required.

During the past five years the revenue from sale of water has steadily increased. In the same period there has been a steady decrease in the number of licensed labour carts and hackeries, but no falling off in the number of hack buggies. The number of owners who paid house and in most cases police and lighting rates in 1873 was 21,055; besides whom 2,838 tenants paid police and lighting rates only. The following statement exhibits the revenue derived and expenditure incurred under each head during the year under review:—

Revenue and
Expenditure.

PROTECTION.

Revenue (Taxation Proper).

	Rs.	a.	p.
House Rate (6 per cent.) ...	7,01,013	2	9
Police do.	2,37,281	8	5
Lighting do.	2,37,049	14	0
Wheel Tax and Land Conveyance	2,16,139	9	0
Liquor Licenses	2,79,073	10	4
Tobacco Duty	1,48,791	9	9
Town Duties	4,46,928	9	10
Additional Rate and Taxes from Port Trust	1,19,119	9	3
	<u>23,85,392</u>	<u>9</u>	<u>4</u>

Services rendered.

Halalcore Cess	2,00,589	18	2
Water Rate	4,00,638	9	2
	<u>6,01,228</u>	<u>6</u>	<u>4</u>

From Property and Miscellaneous.

Market Receipts... ..	1,92,972	14	5
Workshops (Profit)	8,699	9	8
Victoria Gardens	7,074	7	10
Miscellaneous Fines, Receipts, Fees and Savings	94,969	5	2
Receipts for 1872 and past year's assets recovered	6,300	6	8
Profit on stores adjusted ...	27,469	14	0
	<u>3,37,486</u>	<u>9</u>	<u>9</u>
	<u>Rs. 33,24,107</u>	<u>9</u>	<u>5</u>

Expenditure.

	Rs.	a.	p.
General Superintendence ...	1,16,574	11	8
Health Department, including			
Markets and Slaughter-Houses	7,96,859	8	4
Police	3,61,437	15	7
Lighting	2,47,862	1	8
Water Works	2,80,639	12	3
Interest and Sinking Fund Debts.	5,06,269	8	11
Primary Education	10,000	0	0
Road Repairs	3,04,818	11	3
Assessment and Collection, Engineer's Department, road watering, rent, maintenance of gardens, improvement of streets, &c. &c.	4,20,114	14	9
	<hr/>		
	Rs. 30,44,577	4	5
	<hr/>		

There was a net excess of actual over estimated income of Rs. 1,27,650, although there was a deficiency in the yield of Town Duties of Rs. 55,076, and in rates of Rs. 52,751.

The population of the town and island of Bombay at the census of 1872 was 644,405. Comparing these figures with the revenue above shown to be derived from taxation proper, the average incidence per head of population is Rs. 3-11-2. If the revenue for services rendered be added, it would be Rs. 4-10-2. Liquor licenses and tobacco duty are included under taxation proper. They are not directly levied from a large proportion of the population, but they have an indirect effect on a large proportion by raising the price of the articles.

The principal matter engaging the attention of the Executive Engineer's Department during the year was the carrying on of the new works in connection with the Tulsi Lake, and 2,848 brass of masonry were added to No. 1 Dam. The water gathered at the Tulsi and thrown into the Vehar Lake was so considerable in quantity as to cause an overflow in the level of the latter, increasing the ordinary storage by 60

days' supply. Some serious bursts in the Vehar main occurred, and it is anticipated that a heavy outlay must ere long be incurred in replacing worn-out mains and distributing pipes. At the end of the year the number of connections with the main was 10,629, of which 314 were made during 1873.

**Northbrook
Gardens.**

The new Northbrook Gardens, the cost of which was provided by public subscription in commemoration of the Viceroy's visit to Bombay, are in course of construction on a site in Trimbuick Purushram Street presented for the purpose by Government.

**Food sup-
plies.**

During the year the Crawford Markets were better supplied with fruits and vegetables, especially towards the latter part of the season, than at any former time. Of late European vegetables, particularly cabbage, cauliflowers, lettuce and celery, have greatly improved both in size and quality. But, on the other hand, the quality of meat is falling off. The Commissioner says :—" Mr. Higgins has particularly brought to my notice a fact which deserves the attention of Government, that a steady deterioration has for some years been going on in the size and quality of horned cattle brought for slaughter to Bandora : in 1867 the average weight of a beef carcass at Bandora was about 320 lbs. ; this year (1873) it was about 220 lbs."

Sanitation.

The Health Department was fully occupied as usual in cleansing the town. Upwards of 130 miles of drains were opened and cleaned ; nearly 114,000 tons of garbage were collected, of which more than 90,000 were sent by railway to the Kurla swamp, 50 acres of which have been reclaimed by the Municipality. Of night-soil nearly 58,000 tons were collected by the municipal halalcores, or a daily average of 158 tons. An experimental system of drainage was introduced into Sonapore, and so far it has proved very successful. The sewer gases are by a peculiar system of connection prevented from rising into the houses, and the storm waters are excluded from the sewers. The Hindu burying-ground on the Haines' Road at Worli having become much overcrowded and quite

unfit for further use, it was closed, and the old cemetery on the Clerk Road re-opened for use until such time as the Corporation can provide a cemetery elsewhere.

The mortuary statistics of the town and island of Bombay ^{Mortality.} will be spoken of hereafter in conjunction with those of the rest of the Presidency; but the following facts may here be mentioned in connection with the sanitary measures above alluded to. The number of deaths in the city during 1873, including 785 still-born children, was 16,540, being 3,325 less than in 1872. 8,506 were of males and 7,159 of females. The rate per 1,000 of the population was 24·31. The proportion per 1,000 of the population carried off by zymotic diseases and all other causes during the last 5 years is as follows:—

	1869.	1870.	1871.	1872.	1873.
	Ratio per 1,000	Ratio per 1,000	Ratio per 1,000	Ratio per 1,000	Ratio per 1,000
Cholera	1·17	·60	·41	·29	·15
Small-pox	2·68	·86	1·43	2·88	1·11
Measles	·74	·27	·43	·61	·20
Fever.....	7·93	7·36	9·84	11·66	9·55
All other causes	14·97	14·01	12·82	14·03	13·30
Total of all causes...	27·40	23·10	24·93	29·47	24·31

Both cholera and small-pox were less prevalent during 1873 than in the 4 preceding years. 39·20 per cent. of the total number of deaths were registered as having been caused by fever. The highest rate of mortality was among Negro Africans; the lowest among Jews. The death-rate among Europeans was 24·54 per 1,000, among Eurasians 18·2, among Parsis 21·97.

Towards the close of the year rinderpest appeared, and ^{Cattle} carried off a considerable number of cattle. Stringent mea- ^{disease.} sures were found necessary to prevent the disease from

spreading into the interior, and to stamp it out within the island. A hospital was established near Mahaluxmi for the treatment of cattle which were suffering, and the result was very successful.

(2).—MOFUSSIL MUNICIPALITIES.

Change in the law relating to Mofussil Municipalities.

The administration of Mofussil Municipalities was during the year conducted in accordance with the provisions of Act XXVI. of 1850 and Bombay Act II. of 1862. The deficiencies which were discovered in these Acts and the necessity for further legislation on the subject have already been shown, and the principal provisions of the new Municipal Act have been described. That Act, however, did not receive the assent of His Excellency the Viceroy till after the year under review had closed, and some time is yet required to bring it into proper working order. It may here be mentioned, however, that the proposals of Collectors respecting the re-constitution of some municipalities, the abolition of others, and the selection of new places for the introduction of the Act are now under the consideration of Government; that His Excellency in Council has expressed his intention of not creating city municipalities without clear evidence that the population in general and their representatives, the Municipal Commissioners, have by their intelligence and adoption of sanitary and other improvements established a claim to superior powers of self-government, and of not creating town municipalities except where they are required. In purely agricultural districts it may not be desirable to establish a municipality in places which have a population of even 4,000 or 5,000.

Reduction in the number of Municipalities.

It will be observed by a reference to the statement of municipal receipts and expenditure in the Appendix (V.—B 8) that the number of municipalities in existence during the whole or part of the year under review was 213, the same as in the previous year. But some of the municipalities in the Sátára Collectorate had an income of less than Rs. 1,000, and two during the year realized Rs. 83 and Rs. 61 respectively. Many of them are in small villages

with a population of less than 2,000. The origin of these petty municipalities was explained in last report, the impossibility of effecting any good with so insignificant sums was pointed out, and the abolition of 32 and the prospect of more being abolished were mentioned. This anticipation was realized with regard to 27 of the smaller of them which remained at the beginning of the year. It was represented that they were not popular, that so many were under one officer that the object of municipal institutions was to a large extent defeated, and that the mámlatdárs and Assistant Collectors' records were clogged with papers relating to them to such an extent that more important matters were interfered with.

The manner of raising municipal revenues varies considerably in different places, as the Municipal Commissioners have had and will continue to have the right of making rules for the administration of towns under their charge. This variety, and particularly the difference which results in the incidence of taxation in different places, may be regarded as an evil; but Government cannot establish a strictly uniform system for the whole Presidency without prejudice to the principle of self-government, which it is the object of all municipal institutions to foster, and much latitude is necessarily allowed to suit local customs, circumstances, and preferences. Government only reserve the right of sanctioning the rules so as to ensure their being consistent with recognized maxims of policy.

Variety in the method of raising Municipal Revenue explained.

The mode of taxation which Municipal Commissioners have in the exercise of the discretion allowed to them most generally adopted is that of octroi duties. During the year under review they were levied in 173 municipal towns out of the whole number of 213; they were levied by every municipality in Sind, and, with the exception of Karáchi and Kotri and places in the Shikárpur Collectorate, municipalities in that province made use of no other form of taxation. Octroi duties yielded more than 57 per cent. of the whole municipal revenue of the Presidency.

Preference of Municipalities for Octroi Duties.

Objections to Octroi Duties how far obviated.

The principal objections to octroi duties are that they are liable to become transit duties, and that the burden falls more heavily on the poor than on the rich. Measures have, however, been taken to confine the duty to articles locally consumed, and there seems reason to believe that in the Presidency proper the orders on the subject have been strictly carried out during the year under review. The only places in the Presidency proper where the incidence per head of octroi exceeded Re. 1 are the important towns of Ahmedábád and Surat, in which there is no house-tax, and in neither was it much above Re. 1. In Sind it is otherwise. At Sakhar the incidence of octroi per head of population was over Rs. 7, at Khetti it was nearly Rs. 7, at Karáchi it was about Rs. 3-11-0, and at several other less important places it was considerably over Re. 1. It is difficult to believe that this could have been the case if goods in transit had been rigidly exempted. The attention of the Commissioner in Sind has already been invited to the matter. It may be added that the average incidence per head of octroi for the whole Presidency was 11 annas 8 pies, which seems to be very moderate, and to further corroborate the assertion that, generally speaking, the tax is confined to goods locally consumed. The other objection is one which cannot be obviated effectually for some time to come. It would have less weight if the duties were imposed only on luxuries; but it is impossible in this country, where the poor bear so large a proportion to the rich, to realize any considerable revenue, unless articles of general consumption are subjected to the duty. There seems no reason, moreover, why the poorer classes should be exempted altogether from paying for additional comfort and better health, and any inequality in the burden which would result from octroi duties alone is much obviated by combining direct with indirect taxation as is done in most large towns containing wealthy inhabitants.

Other sources of Municipal Revenue.

The house-tax is after octroi the most popular source of municipal income. It was levied during the year in 80 towns, and yielded on the whole Rs. 1,67,118-4-11, or nearly 8 per cent. of the gross municipal revenue. In Poona no less

than Rs. 27,675-15-2 was levied on account of it, and in Broach Rs. 18,085-14-3. From tolls and wheel-tax together Rs. 1,35,526 or more than 6 per cent. were derived, from assessed taxes Rs. 1,77,900 or upwards of 8 per cent., and from miscellaneous sources Rs. 3,84,831 or about 16 per cent. It is to be remarked, however, that, although generally the items included under the latter head are license fees for the sale of poisonous substances, which when levied in municipal towns are mostly credited to the municipalities, the proceeds of municipal ferries, shop-rent, fines of certain kinds, and various receipts other than those from taxation proper, there is reason to believe that in some cases taxes which seemed not to fall properly under the other heads specified have been included. The number of these miscellaneous sources was increased during the year by the operation of two Resolutions, one of which is to the effect that Government may offer to such municipalities as it may deem fit all Government lands within municipal limits not in the occupation of Government, provided the municipalities will undertake the cost of the survey and settlement under Bombay Act IV. of 1868 and continue to pay to Government the amount of revenue that may now be derived from these lands, the right to resume them being also stipulated for; the other order directed that the surplus proceeds of all pounds within municipal limits should be made over to the municipalities on the understanding that all the expenses in connection with the pounds, inclusive of the cost of construction, are borne by these bodies.

The average incidence per head of taxation varies very considerably in different places for reasons already mentioned. The high incidence of octroi at Sakhar, Khetti, Karáchi, and other places in Sind has been spoken of. At Khetti octroi was the only form of taxation imposed, and the net incidence of it was Rs. 6-15-1. At Sakhar a wheel-tax was also levied, and at Karáchi a house-tax and a wheel-tax, and the average incidence of all taxation at these places was respectively Rs. 7-4-7 and Rs. 3-14-1. There can be little doubt, Incidence of Taxation.

however, that the deduction to be drawn from those figures, especially from those relating to Sakhar and Khetti, is that they do not represent the actual incidence of taxation on the inhabitants of those places, but that part of the revenue was derived from others than the municipal population. At places of pilgrimage, where the revenue is derived partly or wholly from a pilgrim tax, the resident population and the number taxed do not correspond, and the average deduced from calculating the income in reference to the former does not show the incidence of taxation at all. This refers to such places as Pandharpur, Signápur, Jejuri, and Alandi, where the incidence shown is respectively Rs. 3-1-7, Rs. 3-3-5, Re. 1-0-6 and Re. 1-13-6. At Saptashring also, in the Násik Collectorate, a pilgrim tax is levied, and the proportion the amount derived bears to the small resident population is Rs. 4-2-10, but it has been entered under the head of Miscellaneous, and not "Assessed Taxes", as in the other places above specified. Elsewhere the incidence of taxation is nowhere high. It is naturally highest in large towns such as Ahmedábád, Surat, Broach, and Poona, which require large expenditure for sanitary and other purposes, but it nowhere amounts to Rs. 2 per head, and the average incidence for the whole Presidency is only Re. 1-0-1-8.

Expenditure. The manner of expending municipal revenues is equally with the manner of levying them left to the municipalities themselves, subject only to such restrictions as are prescribed by law. The following statement shows the percentages of the whole expenditure throughout the Presidency which were incurred under the main heads :—

Establishment	11·756
Police	6·42
Lighting	6·003
Public Health	32·22
Public Instruction	3·66
Public Works	24·42

Government have frequently urged upon municipalities ^{Water-supply} that a good and sufficient water-supply is the first and main object on which the municipal revenues should be expended, and there is evidence that the suggestion is being attended to. The supply of water given to the town of Pandharpur was referred to in last report. It is now distributed in stand-pipes at people's doors, and is reported to be felt as a great boon. At Yeola a scheme for the extension of the water-works is in progress. At Bhivandi in the Tanna Collectorate an adequate supply of water has been brought from the Warala tanks by pipes and distributed through the town. Want of water has been most felt at Belgaum and in several municipal towns in the Dhárwár Collectorate. A project is under consideration to get it from springs for the former place, and improvements are being effected in the latter places by extending the gathering ground.

In other respects much good has been effected. The large ^{Other objects of expenditure.} percentage of expenditure devoted to public health has been shown above, and the fact that about 35·5 of this is devoted to conservancy proves that much attention is paid to this important matter. It is stated that there is nothing on which the people are so ready to spend their money as on improving the sanitation of the towns. A surface drainage scheme was completed at Máligám during the year under review, and a similar project has for some time been under consideration at Pandharpur. Communications have everywhere been improved, streets lighted, and the progress of vaccination, medical institutions, and instruction is in most places assisted by considerable contributions.

It would often be impossible to carry out works of much ^{Local Public Works Loan Act.} magnitude if the municipal revenue for the year were alone drawn upon, and for this reason the operation of Act XXIV. of 1871 is attended with good results. The following statement shows the loans taken up during the year, and the purpose for which they were granted :—

Municipality.	Amount of Loan.	Purpose for which granted.
	Rs.	
Karwar	15,000	To provide public latrines and reclaim swampy ground.
Broach	16,000	To pay off a debt incurred in improving a public road.
Bhivandi	15,000	To improve the water-supply.
Haidarábád	2,50,000	Do.
Yeola	9,000	Do.
Shikárpur	45,000	To fill in hollows around the town, which were considered injurious to health, and to pay a debt incurred for similar work, previously executed.
Do.	9,000	To improve the water-supply.

MILITARY.

Strength and
Distribution
of the Army.

The following table shows the strength of the army, attached to the Bombay Presidency at the end of the year under review :—

	European Commissioned Officers.		European Warrant and Non-Commissioned Officers and Rank and File.		Native Commissioned and Non-Commissioned Officers and Rank and File.	Total.
	In India.	Out of India.	In India.	Out of India.		
Bombay Staff Corps... ..	372	128	...	...	.....	500
Unattached List ... ..	...	...	321	6*	.....	327
Officers Unattached, and on Veteran Establishment, and holding honorary commissions... ..	24	3	...	...	.....	27
Artillery	109	29	2,477	...	153	2,773
Artillery Store Lascars ... ..	.....	...	...	...	227	227
Royal Engineers and Corps of Sappers and Miners	61	19	40	...	479	599
Staff and Guides attached to Sind Horse... ..	.....	...	...	...	315	315
Cavalry... ..	50	10	490	...	3,594	4,144
Infantry... ..	324	71	7,818	...	20,740	28,953
Lascars... ..	.....	...	...	...	1,585	1,585
	940	260	11,146	6*		
Grand Total...	1,200		11,152		27,098	39,450

* Warrant Officers.

In the Appendix will be found a statement (III.—F 1) showing the strength of each arm of the service, the number remaining at the end of the previous year, the number recruited during the year under review, and the number who died, were invalided, discharged, or deserted. A second statement (III.—F 2) shows the manner in which the several regiments or batteries were distributed.

The total cost of the army attached to the Bombay Presidency during the year under review was Rs. 2,46,34,703-12-0. ^{Cost of the Army.} Of this sum Rs. 1,27,61,083-7-0 constituted the pay and allowances of officers and men, Rs. 72,24,966-9-0 being for the Native Army and Rs. 55,36,110-14-0 for the European Army. Rs. 1,07,36,037-8-0 were paid for effective, and Rs. 11,37,582-13-0 for non-effective, services. The details will be found in a statement in the Appendix (III.—F 3).

The arms of the European corps are in good order and ^{Equipment.} generally serviceable, most of the regiments being armed with the latest pattern Snider Rifle. The arms of the Native Infantry are reported to be all indifferent, and in some instances very bad. The D Battery, 9th Brigade, Royal Artillery, was during the year equipped with the 9-pounder rifle muzzle-loading gun of wrought iron, mounted on iron carriages, and the A Battery, 18th Brigade, Royal Artillery, will shortly be similarly equipped. There will then be but one of the field batteries in this Presidency armed with the smooth-bore gun. The issue of lances to one-half of the men of the 1st Light Cavalry has been sanctioned, and the Poona Horse Regiment has been armed with single-barrelled rifled cavalry muzzle-loading carbines. The whole of the Native Infantry, with the exception of the 23rd and 24th Native Infantry, are now armed with the Enfield rifle, and arrangements have been made for the immediate equipment with that rifle of these two regiments also.

A camp of exercise was formed at Chinchwad, about 10 ^{Drill and instruction.} miles west of Poona, on 6th December 1874. The strength of the force was as follows :—

European Cavalry	...	...	146
Do. Artillery	...	...	632

European Infantry	...	...	4,107
Native Cavalry	...	...	699
Do. Artillery	...	...	116
Do. Infantry	...	...	4,655
Do. Sappers and Miners	...	...	154
			10,509

The first few days were occupied in drilling by brigades and then by divisions. During the latter portion of the time brigades manœuvred against brigades, and finally divisions against divisions. The camp was broken up on the 24th December, after a review parade before His Excellency the Commander-in-Chief in India, who was pleased to express his opinion of the high state of discipline and efficiency of the force.

Gymnastics. During the past year gymnastic instruction was carried on systematically at Ahmadnagar, Belgaum, Bombay, Disa, Karáchi, Mhow, and Poona. The gymnasia at Ahmadnagar, Poona, and Disa were completed ; that at Nasirábád has lately been handed over for occupation, and that at Kirki is sufficiently advanced for work to commence. The building at Belgaum is ready, but the apparatus has not yet been supplied. The regiment occupying the station has hitherto supplied it regimentally. The numbers instructed show an increase on the previous year, and the improvement in physical development was most satisfactory. At the Poona gymnasium out of 25 instructed and dismissed the average increase was—

Weight, 4 lbs.

Chest, 3 inches,

Fore arm, $\frac{1}{2}$ inch,

Upper arm, $1\frac{1}{2}$ inch,

while 7 increased over 4 inches round the chest. The new gymnasium at Poona, which is the most complete of its kind in India, was opened on the 7th April. The attendance at the regular classes of instruction averages about 100 daily, and the institution is open every afternoon for voluntary exercise, and is daily gaining favour with the men as a place

of recreation. The voluntary attendance for the past 11 months has been 2,939, and shows an almost daily increase.

At the schools of Garrison Instruction at Poona and Mhow two courses of four months each were gone through, and one at Mount Abu, where a new school was established. At the first course of the Poona class 8 subalterns attended, who all passed their examination. The second course was attended by 3 captains of the Staff Corps, and 3 subalterns of the British Army, while 2 sub-lieutenants attended both courses instead of going to Sandhurst. The result of the examination is not known yet. 1 subaltern of the British Cavalry, 6 of the British Infantry, and 2 of the Staff Corps attended the first course at Mhow, 8 of whom passed the examination and one failed. The second course was attended by 2 of the British Cavalry, 3 of the British Infantry and 3 of the Staff Corps, and two sub-lieutenants went through a double course as at Poona. The result of the examination of those who attended the second course is not known yet. The Mount Abu class consisted of 3 captains and 6 subalterns; one subaltern belonged to the British Infantry, the rest under instruction belonged to the Staff Corps. The result of the examination has not yet been reported.

The progress made in musketry by the European troops has been satisfactory. The average obtained by the infantry as a body was 82.42, nearly 4 points higher than that obtained last year. The 7th Regiment, which was exercised at home, and the 41st, which was exercised in Bengal, are not included. In the cavalry the average was 31.26, being an increase on last year of nearly one point. The figures obtained by the Native infantry armed with the rifle also show an improvement, but the practice at many stations was not concluded in time to make out the exact figures for this report. There has been no change in the system of instruction amongst the European troops; amongst the Native troops the system of giving prizes separately for target and judging distance practice was introduced.

During the past year 14 officers and 53 men underwent a course of instruction in army signalling, making a total of

Military
Instruction

Army Signal-
ling.

90 officers and 175 men who have passed through the school since its establishment in 1871. No books for instruction or apparatus, however, have as yet been received from England. At each station where there are men qualified as signallers practice with hand flags is carried on twice a week.

Schools. The number of schools open during the year was as follows:—

British Regiments and Batteries	...	...	...	25
Native Army	...	...	...	31
Native Girls' Schools	...	...	...	18
				—
			Total...	74
				—

The average monthly attendance in British schools was 2,752 men and 1,365 children; the names of 2,200 men, 2,470 boys, and 660 girls were on the school-books of the Native Army schools at the end of the calendar year 1873. The number of school certificates awarded in the 12 months was—

British Troops	...	...	...	1,069.
Native Troops	...	...	...	264.

It is said that very little interest is taken in the Hindustáni classes, but during the year one man passed the higher standard test and 75 men the lower standard. There were 37 students on the roll of the Native Military Normal School at Poona, and 3 were sent out as vernacular teachers. There are now 74 certificated masters employed in the Native Army, but 14 of them receive pay as pupil teachers only. The number qualified to teach English is 35. The school regulations of 1871 have been declared applicable to India, with certain modifications chiefly of a financial nature.

Veterinary. The health of the Government horses has been very good during the year, the percentage of deaths being much below the average; but those of the Silladar Cavalry at Jacobábád, in which regiments there are no veterinary surgeons, suffered severely from a disease called "Sar", a modified

type of Ludiana fever, and lost more than 8 per cent. of their number by deaths. The Commissariat cattle have been healthy.

The supply of horses in the Bombay Army was during ^{Remounts,} the year under review scantier and worse than ever. The requirements of the service were fortunately very small, and the number has been completed, but the remounts are far below the average in quality. The Australians are not so well-bred as usual; the Arabs and Persians are reported to be under-sized, flat-sided, and feeble; while many soft, low-bred northern horses (Hiralis and Cabulis) have been bought. To complete the number required, horses had to be taken which otherwise would not have passed into the service.

The usual course of instruction was given at the Army ^{Veterinary} Veterinary School, and was attended by 2 officers (by 4 for part of the time), by 11 European farriers, by 7 Native farriers of the Silladar Cavalry, by a salootrie of No. 3 Punjab Light Field Battery, and 1 from a Native State in Káthiáwár. Fair progress was made.

Little has been done for the accommodation of British ^{Accommodation for} troops during the past year. Consequent on the removal of ^{Troops,} the head-quarters and two companies of the British Infantry Regiment from Poona to Ahmadnagar many temporary barracks and buildings in the Wanauri and late General Depôt lines were removed. The early completion of the new artillery barracks at Nimach has been urged on the attention of the Governor General's Agent at Rajputána, as the men are overcrowded in the old artillery barracks. The necessity for the erection of semi-permanent buildings on the plinths raised for three-storied barracks at Colaba to accommodate the three garrison batteries now in Bombay has also been strongly represented, and a comprehensive scheme for the erection of new depôt barracks on a better site than that of the condemned barracks and hospital has been proposed. New lines for the Native Infantry Regiment at Dhárwár are under construction, and at Rájkot additional lines for the head-quarters and two companies of a Native

Regiment have been completed. The Native Infantry lines at Tanna having been condemned, the reconstruction of pen-dalls for half the wing on a fresh site was sanctioned, and the work is nearly completed. The drainage of the Mehid-pur station has been ordered to be improved, pending the decision of the question as to the reconstruction of the lines. Sanction has been accorded to the construction of new lines at Poona, for one of the regiments of Native Infantry stationed there, on a modified and reduced plan.

Sanitaria.

Under the head of Sanitaria also little or nothing was done during the past year. The construction of the additional barrack sanctioned for Purandhar was deferred for want of funds, and for the same reason many much-needed works have been either suspended or altogether negatived.

Movements of Troops.

The Bengal and Madras troops passing through this Presidency were moved by railway, but, where found practicable, the relief movements of this Presidency were effected by marching. The families and sick and weakly men of the European troops were, however, moved by rail, when possible, not only to save them discomfort, but because it was found to be economical. The Squadron 3rd Hussars stationed at Ahmadnagar rejoined its head-quarters at Mhow, being replaced at Ahmadnagar by the head-quarters and two companies of a British Infantry Regiment hitherto located at Poona. The Battery of Horse Artillery at Ahmadnagar was transferred to Kirki, and was replaced by a field battery. It was originally intended that the D and F Batteries, 18th Brigade, R.A., should move to Disa and Nimach in relief, but intimation was afterwards received that they were to embark for England during the current year. As the E—9 R. A. had moved from Disa before the receipt of the intimation referred to, that station has been left without a battery till next season. At the request of the Government of India a squadron of the 3rd Light Cavalry proceeded from Nimach and Nasirábád to Deoli in relief of the 14th and until the arrival of the 9th Bengal Cavalry. In addition to the ordinary reliefs of the season

an exchange of stations was ordered between the Wing 25th Regiment N. L. I. at Mehidpur and the 10th Native Light Infantry at Mhow, owing to the former having suffered severely from fever. Advantage was taken of the relief movements to organize a camp of exercise at Chinchwad, which has already been referred to.

The detachment of a reconnoitring force from Aden into the Lahej territory, owing to the aggressions of Turkish troops in that territory, has already been spoken of. The Brigadier General Commanding at Nasirábád was on 29th January last placed in communication with the Governor General's Agent, and ordered to be prepared to move troops fully equipped on the requisition of that officer. The object was the coercion of a refractory chief, but the force was not required. Some troops were ordered from Poona and Sirur to Bombay in February last for temporary duty in connection with riotous disturbances between the Mahomedans and Pársis, and returned to their stations after the Mohurram. The other duties which devolved on the troops during the year do not call for special notice.

The whole of the troops despatched to England during the past year were conveyed in Her Majesty's troop-ships. There were 9 outward and 9 homeward voyages, 547 officers and 8,806 men, besides women and children, being carried in the former; and 360 officers, 4,718 men in health, and 2,502 invalids, besides women and children, in the latter. Some of them were, however, landed at Beypore, and some also embarked both at that port and at Cannanore, Colombo, and Aden. The numbers of officers and men landed and embarked at Bombay were as follows:—

	Officers.	Men in health.	Invalids.
Landed ...	545	8,654	...
Embarked	341	4,208	2,139

82 insanes, being 11 more than in the previous year, were sent home, and as far as possible distributed equally over the nine homeward voyages. A few cases of the milder contagious diseases occurred among the troops who arrived.

An outbreak of measles having occurred on some of the homeward voyages in 1872-73, and having been attributed to the embarkation of infected cases, a form of health certificate was established to be furnished by all parties of troops arriving from up-country for embarkation. It may be added that some of the reliefs of this Presidency are carried out by sea, but the only Government steamer available is the "Dalhousie", and it is not very suitable for the purpose. The cost of hired transport for this service was Rs. 90,147 during the past year, against Rs. 80,000 in the previous year.

Conservancy. The dry-earth system of conservancy continues in use for European troops. For Native troops the open trench has superseded the masonry latrines wherever practicable. The former system is said to be much more economical and better adapted to the habits of the Native. It is in contemplation to hand over to the Municipality of Bombay the conservancy of Colaba, with the exception of the portion in the occupation of the military. The latrines erected there for Natives have not yet been brought into use. Surface drains have been constructed at the Marine Lines in Bombay, whereby saturation of the soil by sewage water is prevented.

Sanitary. A trial of wood ashes for cleaning tinned steel washing basins has proved satisfactory. The health of the troops was unusually good during the year. Not a single case of cholera occurred.

Cantonments. As mentioned in the last report, the "Cantonment Act" (Bombay Act III. of 1867) is in force at Aden, Ahmedábád, Ahmadnagar, Belgaum, Deoláli, Kirki, Karáchi, and Sholápur; while Asirgarh, Baroda, Disa, Mhow, Nimach, and Nasirábád are under Bengal Act XXII. of 1864. Under the former Act two additional rules were passed by His Excellency in Council during the year under review, one relating to the feeding of cattle whose flesh is used as food for human beings; the other authorizing, under certain conditions, the inspection of private houses, &c., on the occurrence of cholera or other dangerous epidemic. The state of the

Cantonment Funds is in much the same position as was reported last year. The question of taxation in military cantonments is still awaiting the orders of the Government of India. Government have directed the planting and watering of trees on roads passing through cantonments to be undertaken by the Public Works Department, and the cost to be debited to Provincial Funds, which will have the effect of reducing the grant for that purpose in the Military Department. The most noticeable improvements are those carried out at Mhow, where roads have been constructed, streets widened, wells cleaned and deepened, houses which obstructed ventilation removed, and drains made. An estimate has been prepared for an entirely new system of drainage throughout the bazaar. A scheme for improving the water-supply at Nasirábád has been laid before the Government of India; and at Asirgarh and Nimach the water-supply and sanitation have been improved. The opening of the Karakwasla Canal will be referred to hereafter.

Lock hospitals are in operation at Poona, Kirki, Ahmadnagar, Ahmedábád, Deoláli, Belgaum, Karáchi, Mhow, Nimach, Nasirábád, Disa, and Aden. The working of the rules appears to be satisfactory. They have been extended to the whole settlement of Aden, to the city of Ahmedábád, and to several villages lying within a certain radius of the latter cantonment.

Lock Hospi-
tals.

Among changes of a general nature introduced during the year, the following are worthy of notice. The right flank cells of the garrison prison at Poona have now been declared a military prison, and regulations for the discipline thereof have been published. It has been ruled by Her Majesty's Secretary of State for India that the period of tenure of appointment as Brigade Major by officers of the Staff Corps and Indian Army will, for the future, be restricted to three years, officers appointed from Native Regiments retaining a lien on their regimental appointments. Consequent on the issue of Enfield rifles to Native Corps, an additional Deputy Assistant Adjutant General for Musketry has been sanctioned, and a re-distribution of the military

General.

circles has been ordered. In the Judge Advocate General's Department a change of an opposite nature has been ordered. The appointment of Deputy Judge Advocate, Northern Division, is to lapse on the occasion of one of the existing establishments leaving the department. The original designation of Judge Advocate General has been restored to the head of the department in this Presidency.

MARINE.

Administra-
tion of the
Marine De-
partment dur-
ing 1873-74.

The services of the several vessels constituting H. M.'s Bombay Marine were during the past year of a merely routine character. The "Amberwitch" continued to be employed in connection with the Indo-European Telegraph Department, and the "Comet" on the rivers of Mesopotamia. The "Dalhousie" carried troops from Bombay to Aden, and remained under the Resident's orders from the 28th May till 15th December 1873. During this period she afforded assistance to two wrecked steamers and one vessel, and also relieved the crews of ten Native boats burned by H. M.'s "Thetis," R.N., in the Assab Bay. She was afterwards employed in carrying troops, treasure, &c., between Bombay and Aden and Karachi, and on the 31st March 1874 was despatched to the assistance of the B. I. S. N. Co.'s steamer "Chaldea", which was grounded inside the Vingorla rocks. The "Quantung" was similarly employed under the orders of the Resident at Aden, except for a short period while she was undergoing repairs in Bombay. The "Hugh Rose" and "May Frere" were engaged in the Persian Gulf during a large part of the year: the rest of the time was spent by them at the Presidency, the former undergoing repairs, the latter doing general services. The "Constance" continued to be employed at the Bahrein and El Katief Reef Channel Survey. The "Dagmar" was employed in general harbour duty, and the gun-boat "Clyde," for which new boilers have been sanctioned, remained dismantled. The turret-ships "Magdala" and "Abyssinia" were occasionally worked for exercise, but did no other service. The "Jhellum", river steamer, and "Mooltan" were employed in the Indus under the orders of

the Commissioner in Sind. In the Appendix will be found a statement (III.—G) of the vessels constituting H. M.'s Bombay Marine, with their stations and complements.

During the year 1873-74, 52 vessels in all were docked. Of these, 4 belonged to the Royal Navy; 17 were hulks and plant of the Indian Transport Department; 2 vessels of the Bombay Port Trust; 22 vessels of the Bombay Marine, including turret-ships, dredging vessel, police hulk, and coal boats; 2 were vessels belonging to Foreign Governments, and 5 were merchant vessels.

Six vessels of the Royal Navy underwent repairs during the year. The "Nimble" and "Magpie" were re-commissioned in this country, and in consequence their repairs involved a heavy cost: the former of Rs. 20,200, and the latter of Rs. 12,265. Besides these, two foreign men-of-war and twenty-six vessels and boats belonging to the Bombay Marine were docked and repaired. The construction of a new caisson is progressing, but as there is no pressing necessity for its completion, it has been made to give way to more urgent work. Five new boats were built and twelve repaired. The whole charges of this branch amounted to Rs. 3,02,148.

The following figures exhibit the cost of the work done in the Engineer's Department, under each of the heads noted below:—

	Rs.
Royal Navy	9,500
Foreign men-of-war	11,500
Indian Troop Service	2,000
Bombay Marine.....	73,200
Other Government Departments and Private Works	5,000

Total...	1,01,200

The superiority of the work done by the factory is generally acknowledged, but it does not seem to have been gene-

rally resorted to, except for work that could not be executed elsewhere. This is attributed to the high charges; but a considerable reduction was made, and came into force from the 1st October 1873.

Marine
Storekeeper's
Department.

The value of stores received during the year was Rs. 4,02,833-9-7; of stores issued, Rs. 5,52,734-3-7; of provisions received and issued, Rs. 4,429-12-2; of coal received, Rs. 2,86,780-3-3; of coal issued, Rs. 3,15,361-3-8. Rs. 43,800 were realized by the sale of three vessels, and Rs. 30,904-12-9 by the sale of old stores. The cost of the labour employed during the year was Rs. 23,164-15-5.