

ADDRESS OF
DEWAN OF
TRAVANCORE

TO THE
SRIMULAM
POPULAR

ASSEMBLY
21 SESSION

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ADDRESS
OF
THE DEWAN OF TRAVANCORE
TO THE
SRI MULAM POPULAR ASSEMBLY.

TWENTY-FIRST SESSION—1100.

MONDAY, THE 9TH MARCH, 1925.

GENTLEMEN OF THE SRI MULAM POPULAR ASSEMBLY,

For the first time in the history of this institution, it is our misfortune to-day to meet under the shadow of a national bereavement. His Highness Sri Múlam Tirunál, to whose large-hearted statesmanship this Assembly owes its being, has been removed from our midst by the inscrutable hand of Providence, and the country bemoans the loss of one who combined a saintly personality with the rare qualities of a great ruler, who, for well-nigh forty years, guided the destinies of this land with an unerring instinct, and who has rightly come to be revered by his devoted subjects as 'Rájarshi' and 'the Father of his people.' It is the province of the historian to recount the unique part played by His Highness the late Maha Raja in the moulding of modern Travancore. His life, as Lecky said of that of Queen Victoria, was a most harmonious whole, in which mind and character were happily attuned 'like perfect music set to noble words'; and he has left behind him a name which will serve as an inspiration and an example for many generations to come. His Highness the young Maha Raja, who has ascended the historic *musnad* of his ancestors, bids fair, by the remarkable intelligence and urbanity which he displays, to become a worthy successor in due time to His Highness the late lamented Maha Raja, his great-grand-uncle. During the minority of His Highness, the control of the State has happily vested in Her Highness the Maha Rani Regent, the Senior Rani of the Ruling family, who is so well known for her great gifts, wide sympathies and high ideals. Under the gracious command of Her Highness, it is my privilege to welcome you to the twenty-first session of this Assembly.

2. Copies of the Administration Report for the year 1099 M. E. have already been placed in your hands, from which you will learn in detail of the work and progress of the several departments of the State during that year. As you are aware, the policy that I decided to adopt in the conduct of the administration, with the approval of His Highness the late Maha Raja was roughly outlined in my address to the members of the seventeenth session of the Assembly, and it has been my endeavour in subsequent years to carry out that policy as far as circumstances have permitted and subject to such modifications in detail as have been considered necessary in the light of subsequent experience. In the present address, I propose to present a brief résumé of the results of that endeavour, and, in so doing, to indicate some of the lines on which future activities should proceed.

MATERIAL AND MORAL PROGRESS.

3. **Assignment of Land.** Another year's working of the Land Assignment Regulation, III of 1097, and of the Puduval Rules issued under Section 7 thereof, goes to confirm the conviction that the new provisions are effectively serving the objects for which they have been introduced, namely, prevention of speculation in land, securing to the *bona fide* occupant and improver of land the fruits of his labour, and equalisation of opportunities for all alike of obtaining land for cultivation. The total area registered rose from 7,659 acres in 1098 to 7,955 acres in 1099. The large bulk of *puduval* registries during 1099 related to small blocks of land occupied by *bona fide* cultivators, and as many as 6,511 acres, forming 82 per cent. of the total area registered under the Puduval Rules, were lands of this description and were registered without auction. The areas sold by auction, after sub-division into conveniently small blocks, would have been much larger but for the continued stringency of the money market; but, as I said in my last year's address, this is not a matter for regret, since land is the greatest of national assets and should not be parted with in a hurry under circumstances which do not ensure its being put to immediate and proper use. With a view to prevent the indiscriminate registry of large blocks of unoccupied lands known as minor circuits and to divide them into blocks of conveniently small size, susceptible of acquisition, by purchase in auction or otherwise, by men of ordinary means, a temporary *puduval* survey staff was created in 1096 to undertake the survey of such blocks which abounded in twelve interior taluks of the State. This staff worked in full strength for about a year and a half and surveyed over 80,000 acres or 125 square miles. As it was then found that the area surveyed was adequate for meeting all immediate requirements, the strength and operations of the staff were considerably circumscribed in 1098, and the functions of the reduced staff were mainly restricted in 1099 to correction work in the field and the completion of office processes of the survey already done. It is now found that, in six of the twelve taluks already referred to, *viz.*, Vilavankod, Kottarakara, Pattanapuram, Kunnattur, Muvattupuzha and Pattanamtitta, there is necessity for the further survey of minor circuit blocks, and it has accordingly been decided to depute, from the normal staff of the Survey Department, a surveyor to each of these taluks to work under the Taluk Tahsildar, subject to the professional control of the Superintendent of Survey.

4. As I stated in my address last year, an all-round reduction in the rates of valuation of the reserved trees standing on *puduval* lands was sanctioned in 1099, and

trees of less than 36 inches girth have been ordered to be entirely left out in the calculation of tree-value. This substantial reduction in the rates of *tadivila* will, it is trusted, afford additional facility to the people for securing land for the extension of cultivation.

5. Lands to Depressed Classes. Five years ago, the depressed classes in Travancore owned no lands worth mentioning and the few lands registered in their names were being exploited by capitalists of other communities. The Land Assignment Regulation was passed for the express purpose of preventing the exploitation of lands given to members of the depressed classes on concessional terms, and the Puduval Rules were so revised as to remove the obstacles that lay in the way of the acquisition of Government lands by these communities. Ever since the adoption of these measures, the Land Revenue Department has been bestowing some attention on the registry of lands in favour of members of the depressed classes for habitation and cultivation, and it is found that, during a period of about four years ending with Vrischikam, 1100, an area of 1,446 acres has been assigned to them. The area so far registered, however, is altogether too small to meet the legitimate needs of these communities numbering nearly four lakhs; and I have to repeat that the progress made in this direction is very unsatisfactory and that the efforts of the revenue officers cannot but be characterised as half-hearted. The Registrar of Co-operative Societies has now been appointed the Protector of the Depressed Classes and entrusted with the specific duty of watching their interests, and Government expect better results to follow from this arrangement. The concessions enjoyed by individual members of the depressed classes in the matter of land assignment under Rules 24 to 27 of the Puduval Rules have, at the instance of this officer, been extended to co-operative societies composed exclusively of such members and the maximum area that may be assigned to each such society without auction and payment of *taravila* has been fixed at 30 acres. Other facilities have also been created for such co-operative societies under the Land Colonisation Rules, to which reference will soon be made. It is hoped that the Protector of the Depressed Classes will see that the utmost possible advantage is taken of all these facilities.

6. Disafforestation. In my address to the members of the nineteenth session of the Assembly, I stated that, with a view to increase the area under paddy cultivation, the Government had ordered that blocks of swamps and other lands within reserved forests suitable for paddy cultivation should be thrown open for such cultivation without detriment to forest conservancy. In pursuance of this scheme, mixed committees of officials and non-officials, possessing local knowledge, were appointed in several taluks to list out suitable lands and the Government accepted most of the proposals of these committees. Since Kumbham, last year, orders have been issued, on the reports of the disafforestation committees appointed for the Changanachery and the Kottarakara taluks, for throwing open an area of 244 acres for registry. The total extent of lands so far thrown open, at the suggestion of the various committees, is 2,384 acres; and the Survey Department is now engaged in demarcating these areas, as also suitable belts of adjoining dry lands which are necessary for their beneficial enjoyment. The reports of the committees for the Pattanamitta and the Todupuzha taluks have also been received and they are now under the scrutiny of the Government. It is under contemplation to appoint a similar committee for the Kunnattur taluk. On the recommendation of the Economic

Development Board, another committee of officials and non-officials has been appointed to examine what portion of the extensive block of wet lands known as Mammavankandam situated in the Malayattur Reserve may be thrown open for cultivation, and whether, by harnessing the waters of the Deviyar which traverses this area, sufficient electricity may not be generated to work a rope-way for the transport of the produce to the plains.

7. Land Colonisation. The rules regulating the Land Colonisation Scheme, referred to in my two previous addresses, have now been issued in their final form, and some of the areas thrown open on the recommendation of the several disafforestation committees will, among other unregistered lands, be available for disposal under this scheme. The main objects of the scheme are, as I have stated on previous occasions, the meeting in some measure of the problem of middle class unemployment in the country and the encouragement of co-operative effort among the landless classes in the field of acquisition and improvement of land. Under the Land Colonisation Rules now issued, lands will be assigned either to syndicates composed ordinarily of middle class families and registered under the Companies Regulation, I of 1092, or to co-operative societies composed generally of poor and landless families and constituted under the Co-operative Societies Regulation. In the former case, the tenements will be of the order of ten acres per family, while, in the latter, they will be of that of one acre per family. In both alike, the concessionaires will have to live in the settlements and cultivate the lands themselves, though they may hire labour to help them. Lists of lands fit for assignment under the scheme have to be made out by local committees consisting of a strong non-official element and presided over by the Peishkar or the Commissioner, as the case may be, of each Division. The payment of *taravila* for such lands, which will ordinarily be fixed at Rs. 25 per acre for wet and Re. 10 per acre for dry, may be spread over ten years and made in ten equal annual instalments, while the lands themselves will be wholly free from assessment during the first four years and will be subject to a fourth, a half and three-fourths of the assessment, respectively, during the next three years, the full assessment being payable only from the eighth year onwards. The advice of Governmental experts will be freely placed at the disposal of the colonists. Fifty per cent. of the assigned area should be brought under cultivation during the first four years and the balance within the next four years; and no alienation of the area will be valid for a period of twenty years except under the sanction of Government. Such are the features and such the advantages of this scheme which could, by judicious selection, be made applicable to a large area of suitable lands still available for cultivation in the State; and it lies with the youth of the country to work the scheme for all it is worth and to secure to themselves an independent and remunerative calling, while obtaining for their country an increased output of agricultural wealth.

8. Irrigation. The expenditure on minor irrigation works has risen from Rs. 31,412 in 1096 to Rs. 94,691 in 1099, the allotment for the current year being Rs. 1,19,990. The restoration of eight tanks in the Neyyattinkara taluk and five in the Vilavankod taluk was all but completed by the close of 1099, and good progress was made in the improvement of some more tanks in Vilavankod and Kalkulam. The report of the Irrigation Committee appointed in 1098 for examining the condition of the minor irrigation works in the Trivandrum taluk and for formulating proposals

in respect of its improvement has just been received by the Government and is now under their scrutiny.

9. Land Records Maintenance. In my first Assembly address, I indicated the main essentials of land records maintenance and the extent to which failure to observe those essentials had contributed to the disorganisation of land records and to the indiscriminate occupation of lands at the disposal of the Government as well as those reserved for communal purposes. The refixing of theodolite stations, a necessary preliminary to land records maintenance, was started and Assistant Tahsildars were employed, *inter alia*, to survey *poramboke*s and list encroachments thereon. Up to the close of 1099, the refixing of theodolite stations prior to the commencement of regular maintenance work was completed in 367 out of the 400 *pakuthies* in which that work had to be done, and out of a total of 2,42,607 *poramboke* survey numbers covering an area of 3,23,083 acres, the demarcation, survey and preparation of plotted measurement sketches were completed in respect of 92,727 survey numbers covering an area of 97,202 acres. Nearly 40 per cent. of the field work connected with the survey of *poramboke*s is thus over, while the balance remaining to be done is about 60 per cent. 62,898 encroachments, covering an area of 5,472 acres, have been detected by the land records staff in the course of their survey of *poramboke*s, of which 49,334 cases have been disposed of by the Tahsildars either by registry or by eviction, according as the occupation was unobjectionable or objectionable. While thus a substantial amount of work has been done in this direction, there is no disguising the fact that there is still a very large quantity of work remaining to be done, for bringing to completion the work of surveying *poramboke*s and settling the mutual claims of the Sirkar and the land-holder in the matter of their occupation. Such a settlement, it is needless to point out, is imperative in the interests alike of the land-holders and the wider public; and it is idle to expect the Tahsildar with his multifarious and ever-increasing duties to be able to devote that special attention which the clearing of these arrears within a reasonable time involves. Even after the completion of this particular item of work, it will be found that there are many other important items of land records work, such as the writing up of land registers, the maintenance of survey marks on Government lands as well as private holdings, the sub-division of lands for *puduvai* and transfer purposes and the preparation of correct plotted sketches, which the Tahsildar cannot be expected to have the time to properly attend to, and which will engage the full time of a body of superior executive assistants like the Assistant Tahsildars, if the revenue work of the taluks is to be kept abreast of advancing times. It is therefore difficult to foresee the day when the Assistant Tahsildars will become a superfluity, although it might be possible to dispense with the bulk of the staff of the temporary accountants and peons now given to them. The work of these officers has shown perceptible improvement in recent years and it cannot now be said that their outturn is below the mark. They have further been steadily contributing revenue which far exceeds the cost of the upkeep of themselves and their staff, and which, though due legitimately to the Government, was not coming in in past years. We no doubt hear complaints now and then of the hardship caused in individual cases. Such complaints were largely due in the past to the nature of the rules that had been passed under the Land Conservancy Regulation, IV of 1091. The main defects in these rules were, however, removed in 1098 and their rigour relaxed; and the result has been a considerable amount of relief to the

public. This will be clear from the fact that, although the number of cases disposed of under the Land Conservancy Regulation increased from 7,240 in 1097 to 20,333 in 1099, the amount of assessment realised, both ordinary and prohibitory, rose from Rs. 18,355 to Rs. 21,479 only. In other words, while the amount levied under this head in 1099 was practically the same as that levied in 1097, the number of cases disposed of was nearly treble. Another rule, *viz.*, Rule 35 of the Land Records Maintenance Rules, which has created a certain amount of misunderstanding and is possibly causing some hardship, is being re-examined with a view to its being made innocuous.

10. A large and substantial amount of work has been done by the land records staff, especially in taluks like Nedumangad, by way of regularising the past indiscriminate occupation of lands at the disposal of the Government. As, however, this work gets merged in that of general *puduvai* registry, it is difficult to gauge accurately its volume and value.

11. **Transfer of Registry.** In paragraph 12 of my address last year, I explained the simplified procedure adopted for the disposal of pending *pokkuvaravu* cases, with a view to have all arrears under that head wiped off in advance of the preparation of correct electoral rolls in connection with the general elections to the Legislative Council during the current year. Under this procedure, the sub-division survey preliminary to the disposal of *pokkuvaravu* cases was dispensed with and the issue of *patta* made optional on the application of the parties concerned. As a result of this arrangement and of the special exertions of the special officer charged with the supervision of this work, 1,06,798 cases were disposed of in 1099, against 48,362 cases in 1098, and it is gratifying to note that the 34,768 cases pending at the end of that year were also disposed of before the close of Tulam, 1100, the work being thus brought up-to-date.

12. **Administration of Land Revenue.** In 1099, the annual *jama-bandi* was conducted in all the taluks except Karunagapalli, where it had to be postponed to Chingam, 1100, owing to the floods in Karkatakam last. The object of *jama-bandi* is, as I said in my address last year, to afford regular facilities to the superior land revenue officers to conduct a uniform examination of land revenue registers and accounts, thereby securing greater efficiency in land revenue administration, and to fix more accurately the land revenue demand for the year, thus minimising leakage of public revenue. The reports on the annual *jama-bandi* conducted for the first time in 1098 were scrutinised by the Government and reviewed in their Order Dis. No. 1130 of 24/Revenue, dated the 29th July, 1924. These reports have brought to light several defects and irregularities in the maintenance of taluk and village accounts and registers, and it now remains for the Land Revenue Commissioner and the *jama-bandi* officers to see to their prompt and effective removal. The *jama-bandi* officers have also made some useful suggestions calculated to improve land revenue administration and these have been referred to the Land Revenue Commissioner for opinion. It is under contemplation to issue a set of rules defining the duties and responsibilities of *pakuthi* subordinates, and the draft rules are now under the consideration of the Government. The practice of village officers making a house to house collection of *kist*, which entailed considerable waste of their time and prevented their services being turned to better account in other directions, was stopped in 1099. Though this resulted immediately in a large increase in the number of demand notices issued, it is gratifying

to note that the amount involved in the auction sale of properties for arrears of *kist* showed a substantial reduction, which is indicative of the fact that coercive steps are in most cases the direct outcome of the negligence of *pattadars* and not their inability to pay up Government dues. The scheme of detailing some of the Division, Assistants exclusively for revenue work and others for judicial, referred to in paragraph 13 of my address last year, is not yet ripe for the issue of final orders, but, is engaging the earnest attention of the Government.

13. Floods. The south-west monsoon rains of 1099 were extraordinarily heavy, and in Karkatakam, there was considerable devastation in the central and northern parts of the State on account of unprecedentedly heavy floods. All the rivers—especially those of the Quilon, Kottayam and Devicolam Divisions—were in high flood for many days together, dealing death to cattle and destruction to property and crops as they swept down from the mountains to the sea. The sufferings to which the people, and particularly those of the low-lying tracts of Parur, Kunnatnad and Kuttanad, fell an easy prey were agonising in the extreme. The Government hastened to the rescue of the afflicted. Public spirit also rose equal to the occasion and the measures of relief organised and splendidly carried out by a willing people and a zealous body of officials did all that was possible for human agency to do. For the details of the several measures adopted and the relief given, I would invite you to a perusal of the press notes on the subject issued from time to time. Gratuitous relief to the extent of about half a lakh of rupees was afforded from the State exchequer, while a generous public, both in and outside the State, placed a sum of over Rs. 64,000 at the disposal of the Central Flood Relief Committee, which that committee applied with praiseworthy thoroughness both to immediate relief and to reconstruction purposes. The Land Revenue Commissioner was placed by the Government in special charge of relief and reconstruction operations; and the Chief Engineer was directed to start relief works in localities where the refugees could not find work. Building materials were arranged to be distributed by the Forest Department free of cost to the poor and at cost price to others. *Kandulerishi* paddy was set free and sold at favourable rates. The provision under agricultural loans was increased from Rs. 1,00,000 to Rs. 5,50,000, of which Rs. 5 lakhs were ear-marked for the relief of the agricultural population in the affected areas. Rs. 2,00,000 out of this amount were made available for distribution through co-operative societies and a special temporary staff of Inspectors was created for the purpose of helping the societies in the prompt and proper distribution of loans. Though lands in Central and North Travancore are not, under the Remission Rules, eligible for such concessions, the collection of *kist* for the Kanni crop of the year was suspended in seventy *pakuthies* of the Quilon Division and ninety-six *pakuthies* of the Kottayam Division, while it is under contemplation to allow remission of *kist* for the Kanni crop in the case of fifty-six *pakuthies* of the former Division and eighty-six *pakuthies* of the latter. All the taluks of the Quilon Division, except Shencottah and Karunagapalli, and all the taluks of the Kottayam Division, except Todupuzha, benefit by the above arrangements. The grant to the Public Works Department for the current year was increased by three lakhs of rupees for the restoration of communications, bridges, and irrigation and drainage works damaged by the floods, and the department has been prompt in carrying out the needed restoration works and in providing labour for the unemployed. By these and other measures, it has been possible for the

Government to mitigate to a large extent the sufferings caused by the unprecedented floods which preceded the demise of His Highness Sri Mûlam Tirunâl; and the rehabilitation of the people and the restoration of normal conditions in the affected areas have, in the result, been remarkably quick. On behalf of the Government of Her Highness the Maha Rani Regent, I tender cordial acknowledgments to all those who have contributed to the relief of suffering on the occasion of this unforeseen visitation of nature.

14. Agriculture. The posts of Assistant Agricultural Chemist and Assistant Director of Agriculture, sanctioned in 1096, were filled in 1097 and 1098 respectively. An Economic Botanist was appointed tentatively for a period of two years from the 1st Chingam, 1099. The four State scholars who were prosecuting higher studies in Agriculture at Poona returned after passing the B. Ag. degree examination of the Bombay University, and two of them have been absorbed in the Department of Agriculture and the remaining two in that of Co-operation. Of the two scholars employed in the Agricultural Department, one has specialised in cattle breeding and improvement, and he has consequently been placed in charge of the cattle farms at Trivandrum and Isantimangalam. The soil survey of Nanjinad, Kuttanad and Vaikam has been so far completed, and bulletins on the soil survey of the first two areas are under issue. The Assistant Agricultural Chemist, who returned from Pusa in Medam, 1099, after a course of training in agricultural bacteriology, has taken up the bio-chemical investigation of peaty soils. The Government have sanctioned the proposals of the department for opening an experimental station at Purakkad for conducting field experiments on the reclamation of peaty soils, and arrangements are now in progress for starting the work. A nursery of cardamom seedlings has been opened on the High Ranges, and an area of three acres has been sown with selected seeds for raising healthy seedlings for distribution to cardamom cultivators. The advantages to be secured by the adoption of improved cultural methods are being successfully demonstrated on ryots' lands in almost all important agricultural centres. Special attention is being devoted to the distribution of selected seeds and the popularisation of scientific manures. There are at present 10 departmental depôts and 40 depôts managed by private persons and co-operative societies, as also two private companies, engaged in the sale of scientific manures. Five bulletins and 13 leaflets on agricultural subjects have been issued by the department during the past four years. The scheme for the award of grants for the maintenance of breeding bulls, brought into force from Kumbham, 1096, continues to be popular, and the keepers of 72 such bulls received grants in 1099.

15. The school for training students in rug and carpet making, opened in the farm at Trivandrum on the 1st Edavam, 1098, continues to work satisfactorily. The first batch of students completed their course in the school in Medam last and a second batch of ten students are now undergoing training. About fifty youths have been trained in silk-worm rearing and silk-reeling, and arrangements have just been completed to assign a small block of land each to them in the Nedumangad taluk to enable them to raise the mulberry plant. The Agricultural Middle School, experimentally established at Alwaye towards the close of 1097, continues to be popular and its term has been extended. The school has been opened with the object of imparting instruction in the elements of practical farming to students who propose to pursue agriculture as a profession in after-life,

and with the workshop attached to it affords training in the manufacture and repair of most of the common agricultural tools and implements. The final examination of the first batch of students trained in the institution was conducted in Medam last, and a second batch of students have been admitted for training. The buildings for the location of the second Agricultural Middle School, proposed to be opened at Kottarakara, are in progress and are expected to be completed in time to admit of the school being opened in 1101.

16. With a view to exercise better supervision over the work of veterinary officers, the Senior Veterinary Inspector was appointed as the assistant to the Director of Agriculture in veterinary matters, and all the veterinary institutions in the State were, with effect from the 1st Tulam, 1099, brought under his immediate control. Though the number of veterinary institutions has risen only from 11 to 12 during the past four years, the number of in-patients and out-patients treated in them has risen from 6,573 to 9,703. A beginning has been made in the current year to encourage approved private veterinary physicians by the award of grants-in-aid.

17. The number of fish-curing yards has increased from 3 in 1096 to 9 in 1099 and one more has since been added to that number. The fisher-folk have begun to appreciate the advantages of controlled fish-curing and are clamouring for more yards.

18. **Agricultural Loans.** In my address to the members of the eighteenth session of the Assembly, I mentioned the several directions in which the rules under the Land Improvement and Agricultural Loans Regulation, which had till then been practically a dead letter, were revised, with a view to make agricultural loans popular. The procedure relating to enquiries on applications for loans was simplified, the powers of the land revenue officers in the matter of grant of loans were enhanced, encumbrance certificates in regard to property offered as security were exempted from search fees, provision was made for the grant of loans in certain cases on personal security alone, and a system of convenient equated repayments of both principal and interest was introduced. These measures are bearing increased fruit. As against a handful of applications for loans received prior to the adoption of the revised provisions in 1096, 474 applications were received in 1097, 452 in 1098, and 356 in 1099, the amounts of the loans sanctioned during these three years being Rs. 96,236, Rs. 92,534 and Rs. 1,27,892 respectively. Of the 174 applications sanctioned in 1099, it is gratifying to note that all except three related to loans of Rs. 2,000 and below, which shows that the benefits of these rules are reaching the less wealthy agriculturists for whom they are mainly intended. Orders have been issued to the effect that applications for loans from well-to-do land-owners, who are in a position to raise money by loans in the open market or by other means, should not be encouraged. The rate of interest on these loans has been reduced from $6\frac{1}{2}$ per cent. to 6 per cent. per annum from the current year as a further measure of encouragement.

19. **Forests.** The net revenue from 'forests' has risen from Rs. 3,55,375 in 1098 to Rs. 5,70,911 in 1099; but the timber market continues to be very dull and no correct forecast can yet be made of our forest finance. The stock of timber in the depôts has been brought down, by a careful regulation of fellings, from 12,61,889 cubic feet at the close of 1096 to 7,06,239 cubic feet at the close of 1099; and efforts have not been spared to secure advantageous offers for timber that is likely to deteriorate through long keeping and exposure.

20. Deputy Conservator Mr. K. S. Narayana Aiyangar, who was working as Forest Utilisation Officer during 1099, explored several avenues for the discovery of fresh markets for the disposal of our surplus timber, and negotiations are in progress which are likely to materialise in the probable disposal of our surplus building timbers and of our soft woods the bulk of which is now going to waste. Mr. Narayana Aiyangar investigated also the uses of several species of soft woods and minor forest produce which are not now put to any use; and his survey of reed-growing areas in the Pattanapuram taluk has resulted in the reeds in an area near the Punalur Paper Mills being leased to the management of those Mills. The idea of a rope-way from Ramakkal Mettu for the easy transport of the timber of the Kallar valley on the High Ranges to the Madura plains is under examination and should, if feasible, make the extraction of timber from that valley more attractive and profitable.

21. In my last year's address, I stated how, by the opening of a temporary Forest College at Quilon to train a large number of Rangers and Deputy Rangers, the efficiency of the superior executive staff was enhanced; and I also referred to the opening of a school at Konni, in Kumbham, 1099, for the training of Forest Guards. Two batches of Forest Guards have already been trained in this latter institution and a third batch are being now trained.

22. The *taungya* system of teak plantation, introduced for the first time in 1096, under which the area proposed for plantation is leased for a year or two for the alternate cultivation of paddy and cereals in return for clearing the ground and planting and rearing thereon teak stumps supplied by the department, has been found to be both popular and economical. Since the introduction of this system, the cost of planting teak per acre has gone down from Rs. 20.9 in 1096 to Rs. 2.6 in 1099; and when it is remembered that the area freshly planted is nearly 600 acres per year, the economy secured will be found to be not inconsiderable.

23. Some efforts have recently been made to train the water-ways in North and Central Travancore, so essential for the cheap transport not of timber only but of other merchandise as well. These efforts, however, being neither adequate nor systematic, the Government have sanctioned the deputation of an experienced Executive Engineer for investigating the problem of river navigation in the State and suggesting measures for its improvement.

24. As many as 17 important reserves have been pending settlement for a long term of years and it has been found from experience that the Division Peishkars are unable to attend to the work of Forest Settlement along with their other multifarious duties. In view to the importance of avoiding further delay in the settlement of these reserves in the interests of forest conservancy, the Government have decided to get this work done by the Superintendent of Survey as soon as his additional duties in connection with the ensuing Legislative Council elections are over; and it is hoped that the long-delayed settlement of these reserves will be completed by this officer with promptitude.

25. The committee appointed by the Government in 1098 to enquire into the question of giving full proprietary rights over royal trees standing on registered holdings to the owners thereof has completed its labours and its report is shortly expected.

26. Salt. There was a considerable fall in the output of the pans during 1099, as a result of the intermittent rains during both the manufacturing seasons. The Public Works Department has completed the drainage works in the Rajakkamangalam and Colachel factories. Certain important works of improvement have also been executed to the Tamarakulam Extension Factory, No. II. The objects of these and other similar works were the securing of brine direct from the sea for the factories at Colachel and Rajakkamangalam and the prevention of percolation of fresh water in the pans and brine reservoirs of these and the Tamarakulam factories. These objects, I regret to say, have, however, not been adequately realised and the problem seems to need fresh examination. Moreover, in the Manakudi lake, which is the source of brine supply to Tamarakulam, where the largest and most important factories exist, sea water can be got only during high tide, while, owing to the constant discharge of river water into the lake, the density of the brine in it is hardly even 1° B. as against the strength of 3° B. usually found in the Bombay factories. With a view to meet this difficulty, the Excise Commissioner has submitted a proposal for pumping brine direct from the sea to the Tamarakulam pans and the proposal is now under investigation by the Chief Engineer. As the licensees of the Tamarakulam factory are keen on the execution of this project and are willing to pay for the brine, the Government do not anticipate that the scheme will be unremunerative. It is hoped that the Chief Engineer will be in a position to submit a workable scheme at an early date.

27. Banking. The final orders of the Government are just issuing on the very important question of the formation of the State-aided Bank. In the allotment of shares, the Directorate has been instructed to give preference to Travancoreans; and it has been decided to reduce the deposit to accompany the applications for shares from Rs. 10 to Rs. 5 per share. Since all the preliminary arrangements in connection with the scheme are now complete, it is hoped that there will be no further delay in the registration of this bank.

28. Savings Banks. The number of Anchal Offices doing savings bank business has risen from 44 to 73 during the last four years, the number of private transactions in them increasing from 14,457 to 47,615. The deposits have gone up from Rs. 18.39 lakhs to Rs. 22.85 lakhs, and the withdrawals from Rs. 17.06 lakhs to Rs. 21.19 lakhs. The minimum in regard to deposits and withdrawals has recently been reduced from half a rupee to quarter of a rupee with a view to enhance the usefulness of these institutions to the poorer classes of the population for whose benefit they are primarily intended.

29. State Life Insurance. Revised rules regarding the State Life Insurance were issued in 1099. Under the old rules, the premium was invariably fixed at 10 per cent. of the proposer's pay. The minimum rate of premium has now been reduced to 5 per cent. of the proposer's pay with option to bring up the sum to a maximum of Rs. 50 a month. Rules relating to the lapsing of policies and the conditions under which lapsed policies may be revived have been newly introduced. The scheme for opening a public branch of the State Life Insurance, which may be availed of by the non-official public, referred to in paragraph 39 of my address last year, is being sanctioned and it is so framed as to confer many substantial benefits on

the public, and specially on the poorer sections thereof. To bring the scheme within the reach of the poor, the minimum for a policy has been fixed at the very small figure of Rs. 100 ; and in view of the comparatively low cost at which a State life-insurance scheme can be successfully worked, the rates of premia are specially favourable. It is hoped that, in Travancore where the people are alive to the benefits of life insurance, the scheme will receive adequate encouragement.

30. Co-operation. It is gratifying to note that the co-operative movement, started in the country nearly a decade ago, is making rapid advance. The total number of societies rose from 177 at the close of 1095 to 757 at the close of 1099. Since then, mainly as the result of special propaganda work in flood-affected areas, the number of societies has increased to 830. Of the 757 societies registered up to the end of 1099, one was a Central Bank and one a Central Weaving Society, while 10 were Supervising Unions, leaving a balance of 745 primary societies, of which 601 were agricultural and 144 non-agricultural. There were also six Taluk Unions. 706 of these societies were actually at work in 1099. The number of members of primary societies has increased from 11,664 to 46,297 during the last four years. Calculating the strength of each family at five, it may be presumed that, on the average, one person out of every 17 of the population has come within the influence of the co-operative movement. Two more Supervising Unions have come into existence in the current year. The aggregate working capital of the societies has risen within the last four years from Bh. Rs. 2.50 lakhs to Bh. Rs. 8.33 lakhs, and the paid-up share capital from Bh. Rs. 1.09 lakhs to Bh. Rs. 4.32 lakhs. The number of loans issued by primary societies has increased from 6,082 to 18,793 and their value from Bh. Rs. 2,03,655 to Bh. Rs. 5,44,360 within the last four years. The volume of deposits in the Central Bank, Trivandrum, has risen during the same period from Bh. Rs. 5,323 to Bh. Rs. 2,35,115. It is worthy of note that, in spite of unfavourable seasonal and other conditions towards the close of 1099, the arrears of overdues fell from 39.2 per cent. to 35 per cent. in the case of principal, and from 47.6 per cent. to 40 per cent. in the case of interest; but a great deal of leeway has still to be made up in the reduction of outstandings under these heads. Almost the whole of the sum of two lakhs of rupees, placed by the Government at the disposal of the Central Bank, for distribution through co-operative societies as loans to sufferers in flood-affected areas, has already been distributed. At the end of Dhamu, 1100, there were as many as 163 societies exclusively for the depressed classes, of which 85 were for Pulayas and Chēramars, 26 for Vālans, 23 for Arayas, 11 for Parayas and Sāmbavars, 16 for coast Christian fishermen and one each for Vēlāns and Kānis.

31. Ports. The shipping at the ports is steadily improving, the number of steamers calling at them having risen from 37 to 201 during the last four years. The two steam winches with derricks, sanctioned for the port of Alleppey, have arrived and they will be installed on the pier forthwith. A scheme for the creation of a Landing and Shipping Dues Committee for the port of Alleppey was placed before the local mercantile community. Their remarks have now been received and orders will soon issue. At Trivandrum, work in connection with the extension of the pier is in progress, and land is being levelled for the provision of a larger stacking ground and for the erection of three zinc-roofed sheds for the storage of cargo.

32. Industries. The Department of Industries usually comes in for a certain amount of criticism. It has, however, to be remembered that the department was started only in 1094, *i. e.*, barely six years ago. The first two years were mostly spent in what might be termed reconnoitering; and when the department began to feel its way, its attention was concentrated on certain lines of work, the chief of which were (i) the creation of suitable facilities for research, investigation and demonstration for the four State scholars who were entertained in service in 1097 and 1098 on their return after specialising in leather, textiles, oil, and electrical and mechanical engineering, respectively, (ii) the encouragement of cottage industries and technical and industrial education, and (iii) the discovery of fresh uses for raw materials and of fresh markets for the country's produce.

33. The Leather Expert investigated the resources of Travancore in skins and tanning materials and has published a report which shows that there is scope for the establishment of half-a-dozen up-to-date tanneries in the State for the manufacture of leather, and that, although there may be some difficulty in finding suitable markets for finished leather, half-tanned leather may be readily disposed of in foreign markets. A building with suitable accessories for the demonstration of improved methods of tanning hides and skins with local tan-stuffs has been constructed at Karamani near Trivandrum, and the Leather Expert has started tanning operations in it and is demonstrating the manufacture of light leather from kips, goat-skins and calf-skins and heavy leather from buffalo-hides. He has also visited all the private tanneries in the State and has suggested measures for remedying the defects in their working.

34. The Textile Expert was directed to devote his attention first to the improvement of hand-loom weaving, which is the most important cottage industry in the country. For the introduction and demonstration of improved methods in weaving and dyeing, a central technical institute on a large scale is necessary. The required buildings are in process of construction within the premises of the School of Arts, which have been enlarged by the acquisition of adjoining lands. Pending their completion, a beginning has been made in a rented building, where the Textile Expert has taken six students each for training in weaving, dyeing and knitting, and is demonstrating improved methods of knitting and hand-loom weaving and the possibility of utilising indigenous dyes for dyeing. The institution is open to the public and it is hoped that the people interested in these matters will freely visit it. Two itinerant weaving parties have been entertained to work among cottage weavers in the southern and the northern taluks of the State respectively. It is through these parties that the results obtained by the experiments of the Textile Expert are spread among the numerous cottage weavers scattered over the whole State. It is reported that about 200 dhobbies were newly introduced by these parties into the country during 1099. Two depôts have been opened for the sale, at cheap rates, of loom accessories to cottage weavers, one at Trivandrum and the other at Nagercoil, and the itinerant parties also carry for sale these accessories to the cottage weavers' doors.

35. The Oil Chemist, now known as the Industrial Chemist, made a survey of the oil resources of the State, studied the present methods of extraction of the various commercial oils and submitted a report which has been published. He has conducted researches on the refinement of some of these oils in the laboratory annexé,

constructed in 1098, in the premises of His Highness the Maha Raja's College of Science, for the purpose of enabling the experts of the department to carry on research in collaboration with the staff of the Science departments of the College. The other research work in the laboratory included methods of preserving ginger, the application of indigenous tanning materials to the tanning of leather and the preparation of dyes from indigenous dye-stuffs.

36. The researches made by the late Mr. C. Kerala Varma in the field of inorganic chemistry led to the discovery of a flux of leptynite, a rock found in large quantities in Travancore, with kaolin suitable for the manufacture of stoneware, and this manufacture is now carried on in the School of Arts. Suitable white and colored glazes for this stoneware have also been produced out of Travancore minerals. In view of the unlimited quantities of kaolin available in the State, the feasibility of manufacturing porcelain on a large scale has attracted the attention of the Government and negotiations are in progress for the examination of the material by a ceramic expert. The question of issuing a license for quarrying kaolin and refining it with a view to its being used for sizing purposes is under the consideration of the Government. The utilisation of the vast kaolin beds of the State for industrial purposes is likely to add considerably to the wealth of the country. The analysis of the lignite beds of Varkala is in progress, and there are great possibilities of their utilisation for the manufacture of fuel. Similarly, ilmenite, the black sand which is a by-product of the monazite industry and which is also available in large quantities, is likely to have a great future, as the attempts to utilise it for the manufacture of white paint have been proved to be successful. Government are permitting monazite licensees to export limited quantities of this mineral on favourable seigniorage rates.

37. The Industrial Engineer has collected statistics concerning the production, consumption and cost of power at the several industrial centres in the State, and has investigated, besides the Kallar Hydro-Electric Scheme and the Trivandrum Electric Supply Scheme, some of the water-falls in the State for testing their capacity to produce electricity. Of these, the falls in the Pallivasal river are the most promising, as they are likely to yield nearly 10,000 H. P., without storage arrangements, at the comparatively small cost of Rs. 20 lakhs. The scheme will no doubt need further detailed examination. The Industrial Engineer has also examined the methods of pumping employed for *punja* cultivation in Kuttanad and is taking steps to reduce the wastage of power involved in them. The working of the Steam Boilers and Prime Movers Regulation has been entrusted to him and forms no inconsiderable portion of his duties.

38. The details of the procedure connected with the grant of loans for the encouragement of cottage industries were settled towards the close of 1099 and eight industrial loans involving a sum of nearly Rs. 8,000 have already been disbursed during the current year. It is hoped that the balance of Rs. 12,000 budgeted under this head will also be spent before the close of the year. With a view to encourage the manufacture of desiccated coconut, the Government have recently sanctioned a loan of Rs. 25,000 to Mr. K. K. Joseph of Alleppey. The recommendations of the Economic Development Board in regard to the measures to be taken for the extension and improvement of button manufacture are under examination.

39. Much has been done in recent years for increasing the facilities for technical and industrial education in the State. The S. M. R. V. Technical Institute, Nagercoil, devoted to weaving, was re-organised in Kumbham, 1096, and had the full complement of students in all the three classes in 1099. Sanction has been accorded to the raising of the strength of the school in the current year. The Government School of Commerce, started at Alleppy in Chingam, 1097, has proved to be popular. The Malayalam class in elementary commerce had to be discontinued for want of sufficient response; but instruction in Malayalam shorthand has been newly introduced. The Sri Mulam Technical Institute, opened in Trivandrum in 1095, has not been equally successful. Its object originally was to impart instruction in elementary mechanics to a class of fitters and in more advanced mechanics to a class of overseers. The fitters' class had to be abolished in 1099 owing to paucity of students. Classes for overseers in civil engineering and *maistries* have been opened instead to train candidates for the posts of sub-overseers, surveyors and *aminadars*. It is hoped that this alteration in the courses will make the institution more popular. The old Carpentry School at Quilon, which had become moribund, was remodelled and re-opened in 1098 for imparting instruction in carpentry and smithery. The carpentry section has alone been opened and it is not yet sufficiently strong. The workshop of the school has been fitted with wood-working machinery, purchased at a cost of more than Rs. 10,000; and this affords considerable facilities for the practical training of students in the manufacture of furniture. The stipends to the students in this school have recently been enhanced from Rs. 5, Rs. 6, and Rs. 7, to Rs. 8, Rs. 10, and Rs. 12, respectively, with a view to attract students from all parts of the State. I regret once more to note the tardy response which the facilities created for technical and industrial education are receiving in the country.

40. The grant-in-aid industrial schools for boys were, as you may remember, transferred from the control of the Director of Public Instruction to that of the Director of Industries with effect from the beginning of 1097. There were 39 aided and 16 unaided schools at the time. In pursuance of the orders of the Government approving the proposals of the committee appointed to suggest a better regulation of grants-in-aid to industrial schools, the grants to some schools had to be discontinued, with the result that, at the end of 1099, there were 36 aided and 62 unaided schools. Of the 36 aided schools, 28 were imparting instruction in cotton-weaving, 2 in coir industry, 2 in carpentry and smithery, one in rattan and bamboo industry, one in basket-making, one in mat-making, and one in drawing. The draft Technical Education Code, already published in the *Gazette*, is now undergoing suitable revision at the hands of the Director. There were also 12 aided technical schools for girls under the Director of Public Instruction in 1099. Weaving was taught in four of these schools, weaving and embroidery in one, and lace-making, embroidery, plain sewing and drawing in the others.

41. **The British Empire Exhibition.** The participation of Travancore in the British Empire Exhibition held at Wembley in 1924 has been availed of by the Department of Industries for exhibiting several of the raw materials and manufactured products of the country. Dr. Kunjan Pillai, Director of Agriculture and Fisheries, who was deputed to London to be in charge of the Travancore Court at the Exhibition, has returned and submitted a report of his work in connection with

the Exhibition, which is being separately published. The main object of the participation of Travancore in this Exhibition was to secure adequate advertisement for her goods and to find fresh markets for them by the establishment of business relations with foreign countries. Dr. Kunjan Pillai is in a position to assure both the Government and the public that this object has been achieved, and that thousands of visitors, who came not only from Great Britain and Ireland but also from the various other countries in Europe and America, and from the Overseas Dominions, have carried away with them a favourable impression of our country's products, both raw and finished, and of its resources. Several enquiries have been received by Dr. Kunjan Pillai from business firms in Great Britain, Canada, Australia, France, Italy, Germany, Belgium, Holland and the United States of America, concerning the chief products of Travancore, such as copra, coir mats and mattings, tea, rubber, timber, oil-seeds and tubers, and the enquiries are being still pursued in some cases. Dr. Kunjan Pillai is able to put the merchants of this country in touch with these firms. From the investigations made by him, he is satisfied that there is ample scope for the extension of our trade in the articles specified above, as well as in spices, ivory, works of art, lace and embroidery, and bell-metal ware. He also considers that there is great scope for business in preserved fruits and starch foods, if we can produce them. There are considerable facilities for starting these new industries, and Dr. Kunjan Pillai has secured plans and estimates for the necessary equipments. He is of the opinion that organisation is the first essential of success. The openings are vast and the scope for expansion is unlimited; and the measure of the benefits that can be derived from our participation in this great Exhibition will be proportionate to the readiness with which our people take advantage of these opportunities.

42. Public Works. You are aware that, of late, a larger proportion of the annual allotment for the Public Works Department is being spent on communications, the percentage of expenditure on such works rising from 42.5 in 1096 to 48.3 in 1099. Effort is also being made to effect a better territorial distribution of the allotment. 50.4 per cent. of the outlay on communications was spent in 1099 in the Alwaye and Kottayam P. W. Divisions put together and 30 per cent. in the Quilon P. W. Division; in other words, 80.4 per cent. of the entire allotment was spent for the benefit of divisions where communications are still insufficient. It may also be stated that work was in progress in 1099 on fifteen new roads and two canals in North Travancore and on seven new roads in Central Travancore. With the completion of the bridge across the Varattar, all the river crossings on the line of the Main Central Road up to the Periyar river have been bridged and considerable convenience extended to traffic. The construction of the through road from Quilon to Alleppey is being vigorously pushed on, and the major portion of that road has already been opened to traffic, with ferry services at the Nindakara bar and at the site of the old Kannetti bridge. The construction of the canal from Alleppey to Shertallai is making fair progress. The improvement of two cross canals, Madayan-todu and Puttantodu, to connect this canal with the Vembanad backwater, is also proceeding. For the use of Sâmbavars in South Travancore, five roads were opened in 1098 and three more roads in 1099. The sinking of three wells for their use is also in progress. A length of 111½ miles of village roads, opened by the public as ryots' roads, has been taken over for departmental maintenance during the past four years, and a sum of over Rs. 40,000 has been spent by the Public Works Department on the construction of bridges and culverts on them.

43. Final orders will soon be issued on the report of the committee appointed to examine the P. W. Workshops and suggest economies in its working.

44. The report submitted by the committee appointed to enquire into the *Redeemer* boat disaster, referred to in paragraph 43 of my last year's address, has been published with the orders of the Government thereon. Most of the suggestions made by the committee for preventing the recurrence of similar accidents have been accepted and embodied by the Government in the revised rules issued under the Public Canals and Public Ferries Regulation.

45. **Railway.** The field work in connection with the survey of the proposed extension of the railway from Trivandrum to Nagercoil has been completed by Mr. Marini, who is now engaged in surveying an extension of the line into the town of Trivandrum in advance of its extension to Nagercoil. This immediate extension has been decided upon in the interests of the citizens of Trivandrum. Mr. Marini will next take up the sanctioned survey of the projected railway line from some convenient point between Kottarakara and Quilon to Cochin.

46. It is gratifying to note that the working of the railway from Shencottah to Trivandrum, which involved a loss of Rs. 1,56,720 in 1097 and of Rs. 1,01,095 in 1098, gave a net surplus of Rs. 40,191 in 1099 as the result of the reduction in working expenses and interest charges.

47. **Anchal.** The number of private covers posted in Anchal Offices has risen from 1,12,77,564 in 1096 to 1,35,05,274 in 1099, the increase during the past triennium being as high as 20 per cent. The receipts of the Anchal Department have risen from Rs. 2,52,778 in 1095 to Rs. 2,99,799 in 1099. The expenditure in the latter year, including the cost of stationery, stamps, and printing, which is being debited to the department since 1097, stood at Rs. 3,26,439, thus resulting in a deficit of Rs. 26,640. A runners' service was opened between Kozhancheri and Tiruvalla in 1099. Sanction has just been accorded to the revival of the motor service between Kottayam and Parur. The village delivery system was introduced in the Anchal Divisions of Padmanabhapuram, Quilon, Mavelikara and Kottayam in 1099.

48. **Public Health.** The rules for the compulsory registration of vital statistics in rural areas, passed under Regulation VII of 1096, have been brought into force from the beginning of the current year, and it is hoped that a reasonable degree of accuracy in the statistics relating to rural births and deaths will be the result. Basing our comparisons on the compulsory—and hence tolerably reliable—vital statistics for municipal areas, it is seen that, while the birth and death rates have remained stationary at about 31 and 17 per mille respectively, the rate of infantile mortality has come down from 118·7 per mille in 1097, the first year in which the latest census figures of population became available for statistical purposes, to 98·1 per mille in 1099. While vital statistics thus reveal a satisfactory state of public health, it is a matter for regret that there should have been over three hundred deaths from small-pox in 1098 and over four hundred deaths from small-pox and cholera together in 1099. The inference is that the necessary preventive and curative measures are not applied with sufficient rigour and this is a matter which should engage the serious attention of the Sanitary Commissioner.

49. Baby Week. The Baby Week movement, inaugurated by Her Excellency Lady Reading in British India, was adopted in Travancore also in 1099; and with the help of a subsidy from the Government and subscriptions from the public, the Week was celebrated in Trivandrum, Nagercoil, Kottayam and Quilon. These celebrations served to focus attention on the need for health visitors meeting people in their own homes and imparting instruction in the proper care of expectant mothers and of infants. An immediate and gratifying outcome of these celebrations is the entertainment, by the Quilon Municipal Council, of an experienced Sister as a health visitor for the town and the formation of a Health and Child Welfare Association in Alleppey, subsidised by the local Municipal Council. This year's celebrations of the Week were more elaborate and impressive than last year's and were held in two more centres, *viz.*, Tiruvalla and Mavelikara; and it is hoped that they will be instrumental in bringing into existence a variety of activities for the promotion of health and child welfare.

50. Medical Department. On the departure of Dr. P. N. Lakshmanan on leave preparatory to retirement in the early part of the current year, Mrs. M. Poonen Lukose, Surgeon of the Women and Children's Hospital, was appointed to be in charge of the Medical Department. She was also appointed an official member of the Legislative Council. During the last four years, the total number of in-patients and out-patients treated in the several departmental hospitals and dispensaries together has risen from 8.61 lakhs to 9.91 lakhs, of major and minor operations from 37,456 to 45,554, and of labour cases from 3,967 to 6,666. These are evidences of the growing popularity of the department and of its increasing usefulness to the public at large. The Department of Bacteriology and Pathology, created in 1097, continues to do good work; and during the latter half of 1099, provision for anti-rabic treatment was newly made and the treatment entrusted to the State Bacteriologist. It is proposed shortly to construct a building in the General Hospital premises with eight beds for patients suffering from *rabies*. Mr. J. Alexander, the officer in charge of the investigation of special diseases, whose latest investigation related to yaws in the Mallappalli and Mavelikara areas, has almost completed that work and a detailed report from him on the subject is awaited by the Darbar Physician. A second batch of fifteen nursing pupils are now being trained in the Women and Children's Hospital. A qualified medical graduate has proceeded to England for training in x-ray and electro-therapeutics, and on his return the x-ray department of the General Hospital will be re-organised and placed under his charge. In the Women and Children's Hospital, the number of in-patients has risen from 2,271 to 3,592, and of out-patients from 21,029 to 27,165, during the past four years. The Ophthalmic Hospital has also shown a progressive record of public usefulness during this period, the number of in-patients rising from 606 to 979 and of operations from 452 to 828. In the Hospital for Lepers, the systematic treatment of leprosy by the latest method of injecting preparations of the *chaalmugra* oil has been adopted, and a Sub-Assistant Surgeon, who has had his training under Dr. Muir, Specialist in leprosy and Professor in the School of Tropical Diseases, Calcutta, is applying this method of treatment. Mrs. Lukose reports that the treatment is becoming increasingly popular among the inmates of the hospital. The Government have also sanctioned a sum of Rs. 1,000 for the dispensary treatment of leprosy which is reported to be widely prevalent in Karungapalli and adjacent areas.

The proposal to open a midwifery class in the Women and Children's Hospital for the benefit of women volunteering to undergo a course of training in that institution, referred to in paragraph 46 of my address last year, has been sanctioned, and the class will soon be started. A medical inspection of pupils studying in English schools was carried out for the first time in 1099. The pupils of the Preparatory Class, Form III and Form VI of all departmental English schools for boys, except the Model School attached to the Training College, were examined. Nine private English high schools and two private English middle schools also participated in the scheme. 5,849 pupils were on the whole examined, the cost to the Government on this account amounting to Rs. 2,784. Mrs. Lukose states that, when the reports of the several medical officers engaged in this inspection are received, a study will be made, with the data available, of the causation of the diseases common among school children and the necessary remedial measures suggested.

51. Ayurveda Department. As indicated in paragraph 47 of my address last year, the sale of medicines to the public from the Ayurveda Pharmacy has been discontinued with effect from the beginning of the current year, and that institution is now exclusively treated as an adjunct to the Ayurveda Hospital, the needs of which it subserves. In pursuance of the scheme introduced in 1098 for the gradual increase of grant-in-aid *Vaidyasalas* until their number reaches 120, so that there may be twelve *Vaidyans* for urban areas and one each for every four rural *pakuthies* of the State, ten more *Vaidyasalas* were added in 1099, raising the total number of grant-in-aid *Vaidyans* to 92. The number of patients treated in the grant-in-aid *Vaidyasalas* has risen from 1,60,034 to 2,23,861 or by nearly 40 per cent. within the last four years. The Ayurveda College, organised as such in 1096, has also been gaining in strength, the number of students rising from 105 in 1096 to 142, with 18 girl pupils, in 1099. The work of publishing rare manuscripts on Ayurveda has been transferred to the Director of Ayurveda and his proposals for the staff to be employed in that work are under examination.

52. Excise. The biennial contract in force for the vend of country liquor having expired by the close of 1099, fresh contracts for a further period of two years were entered into from the commencement of the current year. The contract distillery system in regard to arrack is already in force throughout the State, except in the taluk of Devicolam, where, owing to peculiar geographical and other conditions, the right of manufacture and vend of arrack is vested in one and the same contractor. With effect from the beginning of the current year, the independent shop system, with its concomitant of tree-tax in regard to toddy, has been extended to the whole State, barring the Devicolam taluk where no toddy is drawn; the number of both arrack and toddy shops has been reduced by about 5 per cent. for the current biennial contract; and the duty on jaggery arrack has been raised from Bh. Rs. 3 as.12 to Bh. Rs. 4 and that on toddy arrack from Bh. Rs. 6 as.14 to Bh. Rs. 8 as.9 p.6 per proof gallon. The consumption of country liquor has gone down from 1,60,631 proof gallons in 1096 to 1,05,782 proof gallons or by nearly 52 per cent. in 1099; and the changes introduced at the commencement of the current biennial contract should conduce to a further reduction in its consumption. The report of the Excise Committee, referred to in paragraph 48 of my last year's address, has been received and is being published with a view to invite criticism. The report by a majority recommends, *inter alia*, that no toddy or arrack shop be opened within two furlongs of a market, school-house or other place of public resort, that, as

a rule, no shop, whether arrack or toddy, be opened within half a mile from one another in municipal areas and one mile in rural parts, and that a reduction of 5 per cent. in the total number of shops be made at the end of each biennium so as to enable the State to reach the ideal of total prohibition within a measurable distance of time. The report will engage the careful consideration of the Government on the expiry of the period allowed for public criticism.

53. Education. The committee appointed to consider and report on the question of a separate University for Travancore has submitted its report which is now in process of printing. The committee has recommended the establishment of a University of the federal type with headquarters at Trivandrum. As regards the area to be brought within its ambit, the committee has suggested that the Government should ascertain the possibility of securing the immediate co-operation, on reasonable terms, of Cochin and Malabar in the creation of a pan-Kerala University, and has urged that, even in the event of such co-operation not forthcoming, the University should be started, its doors being kept open for the incorporation, on equal terms with those of Travancore, of educational institutions of university standing in other parts of Kerala. The report is a bulky volume containing much matter for close study and careful examination; and the Government propose, as early as practicable, to devote their attention to the consideration of the problems therein discussed.

54. The question of admitting a larger number of students in His Highness the Maha Raja's College again came up for consideration at the end of the last academic year, and the Government, after examining the problem of collegiate education in the State in all its aspects, ordered the bifurcation of the college, the Science departments remaining in the old buildings and the Arts departments being removed to the new building in the premises of the Training College at Taikad. The strength of the college, which had risen from 647 in 1096 to 837 in 1098, further rose to 1,201 as a result of this bifurcation. A considerably larger number of Travancore students have thus been able to secure admission to the colleges in Trivandrum. The old college, which is designated His Highness the Maha Raja's College of Science, contains the Mathematics, Physics, Chemistry and Natural Science departments, together with provision for teaching English up to the B. A. Pass degree standard, while the new college, known as His Highness the Maha Raja's College of Arts, contains the History and Languages departments with Honors courses in English and History. Application has been made to the University for the affiliation of the College of Science in the Mathematics Honours course, while the question of opening a Geology chair also in that college and a Philosophy chair in the College of Arts is under the consideration of the Government. Several structural alterations were carried out in the buildings of the old college to make them suitable to the new changes introduced, and a substantial addition was made to the teaching staff. More additions to the buildings in that college have since been sanctioned to meet the anticipated further increase in its strength, while the proposal for a similar addition to the buildings in the College of Arts is under examination. In the Training College, the maximum number of students in the L. T. and undergraduate courses was raised to fifty each from the beginning of the current academic year, ten seats in each of these classes being reserved for women and ten for non-stipendiary students. The

English branch of the Higher Grade Training School for Women has been removed to the Training College and a lady lecturer has been appointed to be in charge of that branch. A separate hostel for this college has also been opened during the current year.

55. During the past four years, the number of recognised English and Vernacular schools in the State has risen from 114 and 2,736 to 188 and 3,191, and the strength in them from 32,096 and 3,40,170 to 43,049 and 4,06,929, respectively, the number of girls under instruction rising from 1,22,444 to 1,55,023. There was, on an average, in 1099, one recognised school for every 2.23 square miles of the country and 1,169 inhabitants. 11.35 per cent. of the total population of the State were in attendance in such schools during the year, while 66.1 per cent. of the school-going population were studying in primary schools, either recognised or unrecognised. In pursuance of the directions for the opening of more schools in educationally backward taluks, referred to in paragraph 51 of my address last year, it is reported that as many as 62 new schools were opened in such taluks during 1099. From the beginning of the current school year, the Government have sanctioned the introduction of the double-shift system, as a tentative measure, in the ten Training Schools and in all departmental schools where additional teachers were required for Classes I and II. In these two classes, one teacher working for six hours a day is expected, under this scheme, to handle two sets of pupils, the school hours lasting from 9-30 A. M. to 12-30 P. M. and from 1-30 P. M. to 4-30 P. M., respectively. Having regard to the curriculum in force, the Government consider a period of three hours a day to be adequate for teaching these two infant classes. The scheme has been introduced in 187 primary schools for boys during the current school year. The arrangement is reported to be working satisfactorily in Bombay and the Central Provinces, and in the event of the experiment proving successful here also, every effort will be made to extend it gradually to all recognised schools. The substantial savings it might then enable the Government to effect could be profitably used in the further extension of primary education. The revised scheme for adult education in rural areas through the agency of night schools, referred to in paragraph 53 of my last year's address, consists of two years' tuition in the three R's, stories of interest and elementary lessons in hygiene and first aid, the period of instruction ranging from two to three hours between 7 P. M. and 10 P. M. This scheme bids fair to be popular, as may be gauged from the increase of such schools from 34 to 77 and their strength from 1,310 to 2,443, during the past one year.

56. The rules relating to the grant of full and half fee concessions to pupils belonging to the depressed and backward classes were revised with effect from the beginning of the current school year, provision being made for the extension of the benefits of the scheme to deserving poor pupils among educationally advanced communities and the benefits of the scheme being confined, as far as the backward classes were concerned, to those who, without the help of such concessions, could not possibly continue their studies. *Ad hoc* taluk committees have been constituted for the selection of beneficiaries under the scheme, and the elected taluk members of the Assembly are members of those committees. Orders on the report of the Scholarships Committee are under issue and they are calculated to remove the inequalities and haphazardness in the award of scholarships prevalent under the existing arrangements. Under the scheme of scholarships now being sanctioned, there will be two kinds of scholarships,

(i) open, *i. e.*, available to all classes, and (ii) close, *i. e.*, reserved for the depressed and backward classes. Pupils belonging to *all* communities are eligible for open scholarships, subject to the condition that no pupil can hold more than one scholarship at a time. It is considered that scholarships are necessary only in respect of English education; and it is proposed to award both open and close scholarships solely on the ground of merit, to be adjudged on the basis of a comparative examination for English high schools and of the results of the English School Leaving Certificate and the Intermediate examinations for second grade and first grade colleges respectively. Provision has also been made in the scheme for a regional distribution of scholarships so far as second grade colleges and English high schools are concerned, so as to minimise the chances of a monopoly by educationally forward areas.

57. The total gross expenditure on education has risen from Rs. 25,83,442 to Rs. 35,21,497 and the net expenditure from Rs. 20,07,672 to Rs. 27,98,623 within the last four years, the rise in the percentage of the latter being 39·4.

58. Dr. T. Ganapati Sastri has been relieved of the work of the collection of Malayalam manuscripts and it has been entrusted to Mr. S. Paramesvara Aiyar, Secretary to Government, without prejudice to his regular duties. The publication of a selection of these manuscripts, under the designation of the *Srī Mūlam Malayālam Series*, has been undertaken by him, and the first eight numbers of the series have been so far published.

MISCELLANEOUS.

59. **Devaswoms.** A correct list of Sirkar Devaswoms was prepared for the first time in 1099 and published in the *Gazette*. According to this list, 129 of these Devaswoms are major, while the remaining 1,331 are either minor or petty. Under the provisions of the rules sanctioned by the Government in 1098 for the association of local inhabitants in the management of minor or petty Devaswoms, the management of 54 such Devaswoms has been assigned to private agencies up to the end of Vrischikam, 1100. The Devaswom Commissioner reports that the revival of such ancient arts associated with Devaswoms as *chākkīyārkkattu*, *tullal*, and *āṭṭam* is engaging his attention and that he proposes to make more methodical arrangements for the recital in Devaswoms of *itihāsas* and *purāṇas*. He also states that the legends and folklore connected with twenty-eight Devaswoms have been collected and that their publication in a suitable form is engaging his attention. With effect from Minam, 1099, the Government sanctioned the transfer of all Devaswom *porambokes*, including flower-gardens, *kaṭṭaṭṭu* sheds, etc., to the Devaswom Department, and the question of utilising them to the best advantage of the institutions concerned is now under the consideration of the Devaswom Commissioner. As many as 119 Devaswom buildings have either been completely restored or are in process of restoration. Under the scheme for the restoration of minor Devaswoms under the contribution system, 40 Devaswoms were renovated till the end of Vrischikam, 1100, while 23 more are nearing completion. As a measure of relief to the tenants holding lands under the Pattazhi Devaswom, the Government have sanctioned the payment of half the rent in money at the commutation rate of 16 chackrams per *para* in the case of those tenants who pay the remaining half in kind.

60. **Office Routine.** Mr. V. Sekhara Menon, who was appointed as the Director of Office Systems to overhaul the system of Secretariat routine and record-keeping, worked for about a year from the 10th Kumbham, 1099. The records in

the Secretariat which he had to deal with consisted of (i) old received and despatched letters kept in about 3,000 bundles, (ii) correspondence enclosed in covers numbering 15,000, (iii) about 1,50,000 open files dating from 1904 to 1921 in which year the disposal system was introduced, and (iv) the disposal files of 1921 and subsequent years. A special staff was given to him for the sorting and selection of the records for preservation and destruction; and before his relief, Mr. Sekhara Menon was able to examine all the bundles and covers, as also 75,000 open files, and to separate the important records among them for preservation. But the more valuable portion of his work consisted in the examination of the method of work in the Secretariat, the organisation of a central issue branch, and the suggestions for the simplification of Secretariat procedure. The balance of the work in connection with the Secretariat records has been entrusted to an officer who has been trained by Mr. Sekhara Menon.

61. Travelling Allowance. The revision of the travelling allowance rules, referred to in paragraph 58 of my last year's address, has recently been sanctioned, and the revised rules have been brought into force tentatively for a period of eighteen months from the 1st Kumbham, 1100. The chief features of this revision are the elimination of the special rates for particular officers specified in Appendix III of the Service Regulations and the raising of the minimum rate of daily allowance from eight to fourteen chackrams in the case of superior servants and from six to ten chackrams in the case of inferior servants. All public servants, except menials, who travel by public conveyances, have been declared eligible only for double the actual fare paid by them, and they have been debarred from claiming mileage in respect of such journeys.

LOCAL SELF-GOVERNMENT.

62. Municipalities. The nineteen Municipal Councils of the State, which were constituted in Kanni, 1097, under the provisions of Regulation V of 1095, completed their term of three years in the early part of the current year, and fresh Councils have taken their places. The present aggregate strength of the Councils is 307, of which number 54 alone are nominated official members, recruited mainly from the Medical and Public Works Departments for the purpose of giving technical advice, while the remaining 253 are non-officials, mostly elected. All the Councils, except that of Trivandrum, now elect their own non-official Presidents and Vice-Presidents. The extension of this privilege to the Trivandrum Municipal Council awaits amendments to the Municipal Regulation enabling the entertainment of a Chief Executive Officer.

63. The minor roads and streets within the towns of Alleppey and Nagercoil, which were handed over to the respective Municipal Councils under the conditions mentioned in paragraph 61 of my address last year, were maintained by them in 1099; and the Nagercoil Municipal Council spent as much as Rs. 10,498 for carrying out important public works such as the widening of lanes and the improvement of streets. Encouraged by the example of these two Councils, the Councils of Quilon, Kottayam and Parur have expressed their willingness to take over the maintenance of minor roads and streets within their jurisdiction on similar conditions, and their proposals are now under the consideration of the Government. In the matter of incurring expenditure on education, the Councils of Alwaye and Attingal have stolen a march over the other Councils by undertaking each to maintain an English middle

school for girls. The Council of Alwaye is also subsidising a grant-in-aid *Vaidyasala* within its jurisdiction, while the Kottayam and Alwaye Councils are subsidising a grant-in-aid *Vishavaidyasala* each in those towns. The Councils of Trivandrum, Quilon and Padmanabhapuram have made arrangements for holding night schools. Trivandrum has hitherto been the only Council watering the main roads of the town during the hot weather, but Quilon and Kottayam have also now proposed to do the same. The Municipal Council of Quilon has, as I have already said, added to its staff a lady health visitor, while the Alleppey Municipal Council has given a substantial grant to the recently started Health and Child Welfare Association in the town. Some of the Councils, notably Nagercoil, have begun to exhibit commendable activity in the development of their resources by undertaking quasi-commercial enterprises like opening new markets and cart-stands. These facts show that the Municipal Councils are no longer content to sit still and attend only to sanitation but are starting new lines of advance which will make their existence more beneficial to the people committed to their charge. The Government have been allowing these self-governing institutions the utmost possible measure of freedom and they realise that any forcing of the pace of progress is neither desirable nor expedient. The receipts and the expenditure of Municipalities have risen from Rs. 2,05,980 and Rs. 2,13,553 to Rs. 3,28,138 and Rs. 3,25,579, respectively, within the last four years.

64. Panchayat and Bench Courts. The number of cases disposed of by the Village Panchayat Courts has risen from 4,541 to 9,944 within the last four years. Some of the Panchayat Courts were, as you are aware, constituted in 1098 into Bench Courts for the trial of criminal cases. Four first class and four second class Bench Magistrates' Courts were working at the end of 1098, while two more second class courts were added in the early part of 1099. The number of criminal cases disposed of by the Bench Magistrates rose from 5,056 in 1098 to 6,946 in 1099, while the number pending at their close fell from 815 to 432. On an average, each Bench Court had to deal with nearly 700 cases in the year 1099, which exceeds the average number of cases triable in a year in a stipendiary Magistrate's Court. The success and popularity of these courts are a powerful argument for a further increase in their number.

65. Village Panchayats. The Village Panchayat Bill has just been passed by the Legislative Council and it will come into force from the beginning of next year. Sanitation, the cleaning of streets, the construction and maintenance of wells and tanks for the supply of drinking water to the public, the opening and maintenance of burial and burning grounds, and the control and management of cattle pounds will be the obligatory duties of the Panchayats to be constituted under this enactment; while primary education, the lighting of public ways, the relief of the poor, the improvement of agriculture, the promotion of cottage industries, the restoration of minor irrigation works, vaccination, and the registration of births and deaths will come under their discretionary duties. The Panchayats will impose a cess on land or any other rate, tax, cess or fee, not exceeding the maxima to be prescribed by the Government, for raising a portion of the finances that may be required for the discharge of the duties they undertake; and the Government will contribute an amount which shall not be less than three-fourths of the sanctioned budget expenditure for each year during the first five years, or less than one-half of it thereafter.

These Panchayats may also be constituted as Village Benches for the trial of petty offences. The passing of this measure marks another distinctly forward step in the path of local self-government; and a vitally important step it is, as it places, in the hands of the people themselves, the materials and the weapons for the rural reconstruction that the country so badly needs to-day, and it is for the people in whose hands they have been placed to use them to the utmost advantage to themselves.

FINANCE.

66. The revenue for the year 1099 amounted to Rs. 199.54 lakhs and the expenditure charged to revenue to Rs. 195.48 lakhs, leaving a surplus of Rs. 4.06 lakhs, against an anticipated surplus of Rs. 2.19 lakhs. The corresponding figures for 1098 were Rs. 195.37 lakhs, Rs. 188.27 lakhs, and Rs. 7.60 lakhs. The revenue for 1099 would have been better by about Rs. 3 lakhs (Rs. 2 lakhs under 'excise' and Rs. 1 lakh under 'customs') and the year would have closed with a larger surplus but for the disastrous floods of last Karkatakam which disorganised trade and disabled abkari renters from paying their dues. It must, however, be mentioned that the revenue and expenditure for the years 1098 and 1099 include certain special items which have to be eliminated before a correct idea of the State's ordinary income and expenditure can be formed. These extraordinary items are the receipts from enhanced salt duty amounting to Rs. 5.07 lakhs in 1098 and Rs. 6.58 lakhs in 1099, and the expenditure on account of the *Murajapam* ceremony amounting to Rs. 40 lakh in 1098 and Rs. 4.57 lakhs in 1099. Excluding these items, the ordinary revenue, expenditure and surplus for the two years would be as follow:—

Year.	Revenue.	Expenditure.	Surplus.
1098	190.80	187.87	2.93
1099	192.96	190.91	2.05

67. The most important increase in the ordinary receipts of 1099 was under 'forests'. The chief increases under ordinary expenditure in 1099 were under 'education' (Rs. 2.15 lakhs) and 'public works' (Rs. 3.33 lakhs). As the result of close scrutiny and strict economy, the expenditure on 'contingencies', which stood at Rs. 28.5 lakhs in 1097, was brought down to Rs. 24.37 lakhs in 1098 and to Rs. 21.72 lakhs in 1099, while the expenditure under 'stationery' was reduced to the extent of Rs. 1.4 lakhs in 1098 and of Rs. 2.65 lakhs in 1099.

68. It is the fashion in some quarters to describe the State's financial position as extremely precarious. This is a misconception which I shall endeavour to remove by placing before you a brief survey of our finances in recent years. In 1095, the total revenue of the State amounted to Rs. 178.72 lakhs and the expenditure charged to revenue to Rs. 170.18 lakhs, leaving a surplus of Rs. 8.54 lakhs. In 1099, as I have already explained, our ordinary revenue was Rs. 192.96 lakhs and we incurred therefrom an ordinary expenditure of Rs. 190.91 lakhs, leaving a revenue surplus of Rs. 2.05 lakhs. It will thus be seen that, between the years 1095 and 1099, our ordinary revenue has increased by Rs. 14.24 lakhs. The increase has occurred mainly under 'excise' (Rs. 4.26 lakhs), 'income tax' (Rs. 5.45 lakhs) and 'customs' (Rs. 5.10 lakhs). The excise revenue, which stood at Rs. 38.21 lakhs in 1095, rose to Rs. 42.47

lakhs in 1099, the bulk of the increase being under 'tobacco' (Rs. 2·81 lakhs). The net revenue under 'customs' increased from Rs. 17·67 lakhs in 1095 to Rs. 22·77 lakhs in 1099. I may here repeat that, owing to the floods of last Karkatakam, there was a fall of about Rs. 3 lakhs in our revenue receipts in that month. Thus, under normal circumstances, our ordinary revenue would have amounted to about Rs. 196 lakhs in 1099, the increase over the revenue of 1095 being about Rs. 17 lakhs instead of Rs. 14·24 lakhs. The ordinary expenditure of the State during the quinquennium has no doubt increased from Rs. 170·18 lakhs to Rs. 190·91 lakhs or by Rs. 20·73 lakhs, *i. e.*, at a rate somewhat faster than that at which income has grown, though ordinary expenditure is still less than ordinary revenue and leaves a surplus.

69. It should not in this connection be forgotten that, in the quinquennium ending with 1099, certain special causes were in operation which contributed to the acceleration of the advance of expenditure over income. In the first place, a heavy reduction was made in the expenditure under 'public works' in 1091, with a view to avoid a recurrence of the huge deficit of the year 1090, *viz.*, Rs. 13 lakhs. In the result, the outlay on 'public works' (ordinary) including 'minor irrigation', fell from Rs. 32 lakhs in 1090 to Rs. 21·5 lakhs or by nearly 33 per cent. in 1091. The expenditure under this head remained practically at this level during the years 1092 to 1094, as the financial unsettlement caused by the war necessitated the adoption of a cautious policy in the allocation of each year's revenue. The starvation of a public welfare department like the P. W. D., which was the inevitable result of such a policy, could not, however, be suffered to go on; and it became essential that the curtailed grant to the P. W. D. should be substantially restored as soon as financial conditions began to show signs of improvement. The expenditure under 'public works' was accordingly allowed to rise to Rs. 25 lakhs in 1095, Rs. 30 lakhs in 1096 and 1097, and Rs. 28·45 lakhs in 1099, while the level of 1095 was maintained in 1098. In the second place, the abnormal rise in the level of prices in the post-war period demanded a special increase in the salaries of the establishments all round, and the compliance with this demand, though accompanied by a considerable amount of retrenchment in strength and though confined mostly to the subordinate services, resulted in a net increase of expenditure to the extent of Rs. 8 lakhs per year. In the third place, the separation of the Devaswom from the Revenue Department and the allotment, in favour of the former, of a fixed share of the land revenue of the State resulted in the immediate increase of expenditure under Devaswoms by about Rs. 6 lakhs per annum. Though, no doubt, this increased allotment had to be given, being legitimately due to the Devaswoms, it was in the past being utilised in other directions, with proportionate relief to the State's finances. Lastly, on an analysis of the aggregate expenditure of the State in recent years, it will be seen that, while in 1095 the Government were spending Rs. 61 lakhs out of a total revenue of Rs. 178·72 lakhs on the public welfare services, under which category may be included education, public health, medical relief, agriculture, industries, co-operation and public works, the expenditure on these services by 1099 rose to Rs. 75 lakhs, the percentage of such expenditure to the revenue of the year increasing from 34 to 39. These are the most important among the factors that have contributed to a more rapid growth of expenditure over revenue in the last few years. Some of these factors, as for example the separation of the Devaswom Department from the Revenue, cannot recur and the advance of ordinary expenditure at this rapid pace is therefore less probable in future.

70. It is usual to ascribe all increases in expenditure to indiscriminate increases of appointments and salaries, but it is not perhaps so well known as it ought to be that, out of a total provision of Rs. 77.5 lakhs on account of salaries in the budget, the Education, the Medical and Sanitary, and the Development Departments consume about Rs. 31 lakhs, and that, excluding special departments such as the Devaswom and the Military, the cost on the remaining administrative departments, including the security services, only amounts to about Rs. 41 lakhs or a little below 20 per cent. of the entire revenues of the State. This can on no account be considered as excessive for a country inhabited by more than 40 lakhs of people. It may also be seen that, in spite of the special circumstances mentioned above, the Government have been able to secure a fair margin of excess of revenue over expenditure resulting in a net revenue surplus, during the period, of Rs. 9.70 lakhs. There can therefore be no two opinions as to the soundness of our financial position, notwithstanding the presence of certain factors that have rendered the growth of expenditure in recent years faster than it would have otherwise been.

71. As for the future, I must say that the outlook is even brighter. Leaving aside the natural all-round expansion of revenue in a progressive State favoured by nature like Travancore, there are some circumstances which justify our anticipating certain substantial fresh additions to our present revenues. I have already invited your attention to the increases in revenue from 'customs,' 'income tax' and 'tobacco.' Within the past four years, the total value of our external trade has risen from Rs. 1,032 lakhs to Rs. 1,378 lakhs or by 34 per cent., the value of exports rising from Rs. 576 lakhs to Rs. 840 lakhs or by 46 per cent. and that of imports from Rs. 456 lakhs to Rs. 537 lakhs or by 18 per cent. The tendency of our trade to expand has been steady and sustained. Income tax and customs revenue are bound to expand in response to an expansion in the volume of trade, while the revenue from tobacco may be expected to keep pace automatically with the growth of population. These three are therefore sources from which an ever-increasing revenue is more or less assured. No doubt, we have to reckon with the probability of a decrease in income under 'abkari'. But the total income from that source is only about Rs. 24 lakhs, while the total income from 'customs' and 'tobacco' is nearly double that amount. We need not, therefore, apprehend that the loss under 'abkari' will not be more than made up by the gain under 'customs' and 'tobacco.' You will be glad to hear in this connection that the negotiations, started by me about eighteen months ago, pressing our claims to the full duty on the opium consumed in the State, have successfully terminated in the Government of Madras admitting that claim. This will result in an addition of over Rs. 2.50 lakhs a year to our revenues. Lastly, the prolonged and delicate negotiations between the Governments of Travancore, Cochin, Madras and India, in regard to the Cochin Harbour Scheme, which began in 1096, have just been concluded to the distinct advantage of Travancore. The agreement that has now been reached removes to a very material extent the serious financial disability imposed on the Travancore Government by the Interportal Trade Convention of 1865. Under the new agreement, Travancore becomes entitled, from the date steamers enter the Cochin Harbour and are anchored therein, to a third of the entire customs revenue of that port, without her exclusive right to the duties levied on the exports from her own ports and through her own frontiers being in any way affected. The magnitude of this advantage will be easily perceived if it is remembered that the customs revenue

of the port of Cochin has, within the past six years, increased about tenfold and is now over Rs. 11 lakhs a year. As against this solid advantage, all that Travancore is asked to forgo is a two-third share in the income from her import duties levied at the ports of Quilon and Alleppey; and, as you know, this income is infinitesimal when compared with the customs revenue of the port of Cochin. I may add that the agreement also entitles us to get a third share in the customs revenue of the other ports of Cochin as well. The sum of Rs. 3 lakhs which the Travancore Government have contributed to the expenditure in connection with the Cochin Harbour Scheme is to be treated as a loan to the Cochin Harbour Trust. Our railway debt has been funded and the sinking fund created to liquidate that debt will automatically discharge it when it ripens for repayment.

72. From what I have said, it is clear that there is no justification whatever for any pessimism in regard to our financial future. I have no doubt that, provided that the resources of Travancore are properly husbanded and expenditure is properly controlled, the normal expenditure of the State can always be kept within its normal income. It is, of course, idle to expect the Government to be in a position to finance large schemes of capital expenditure from the ordinary recurring revenues of the State. No scheme of capital expenditure need be undertaken unless, after careful investigation, the Government are satisfied that it will be fairly remunerative. Such schemes should as a rule be financed only by loaned capital, since the benefits thereof are expected to be enduring, and it is unfair and unsound to tax the present generation for the benefits to be enjoyed by generations to come.

LEGISLATIVE COUNCIL.

73. The first reformed Legislative Council, constituted under Regulation II of 1097, for which the people of this country are indebted to His Highness Sri Mûlam Tirunâl, has been dissolved. The work of this Council, as I have stated elsewhere, is one on which it can well congratulate itself. Twenty Government Bills and one private Bill were introduced, of which 11 have become Regulations, and 6, including the Ezhava Bill, introduced in the previous Council, have been finally read and will pass into law with effect from the beginning of next year. Prominent among the Regulations passed are the new High Court Regulation and the new Reformatory Schools Regulation, while, among those finally read, the Nayar Regulation Amendment Bill, the Ezhava Bill, the new Civil Procedure Code Bill, and the Village Panchayat Bill already alluded to, deserve separate mention. The Nayar Regulation Amendment Bill and the Ezhava Bill are calculated to enhance the contentment and prosperity of two important communities in the country. The Nanjinad Vellala Bill could not be taken up for second reading at the last session of the Council, owing to the unexpected resignation of the member who had been co-opted by the Government for the purposes of the Bill; but I may assure the representatives of that community who are the members of this House that, when the new Council is constituted, it will be the first legislative measure to be taken up for disposal. The budget and other administrative work of the Council has been equally substantial. In regard to the budget, no necessity arose for the Dewan to exercise any of the reserved powers vested in him under the Regulation. The Government accepted the decisions of the Council as a rule. On occasions when they felt that such decisions could not be given effect to without much

sacrifice of administrative efficiency, as in the case of the abolition of the Income Tax Inspectors and the Assistant Superintendents of Police, they went back to the Council with supplementary demands and asked for a modification of the earlier decision. Answers to 1,431 interpellations on a vast variety of subjects were elicited from the Government benches and the right of asking supplementary questions was freely exercised by the non-official members. Opportunity was taken by the Government, in the course of these answers, to furnish exhaustive statements on more than one matter in regard to which there was popular misunderstanding. Forty resolutions were, on the whole, discussed, of which five were carried, twelve lost, and twenty-three withdrawn.

74. The five resolutions carried by the Council were those relating to (i) the reduction of the period of training for undergraduate teachers from two years to one, (ii) the gradual introduction of spinning in vernacular schools as a species of manual training, (iii) the erection of a suitable memorial to His Highness the late Maha Raja, (iv) the revision of the rules issued under the Arms Regulation, V of 1094, and (v) the postponement of the operation of the *Civil Courts' Guide*. The first among these resolutions has already been given effect to, while effect will be given to the second resolution from the beginning of the next school year, the necessary provision for the purpose having been made in the current year's budget and the services of a competent spinning instructor having been advertised for. The necessary budget provision will be made in due course for carrying out the third resolution. The fourth resolution is delayed pending the passing of certain reciprocity rules which the Government of India have under contemplation. Meanwhile, the inconveniences and hardships complained of in the working of the Arms Rules have been removed by executive orders. In regard to the postponement of the operation of the *Civil Courts' Guide*, it was not possible to accede to the wishes of the Council in this respect, since the *Guide* had already come into force. Also, the High Court are of the unanimous opinion that its retention is essential in the interests of the efficient and speedy administration of justice, and they have stated that such of the defects in the *Guide* as are pointed out to them will receive their careful attention and will be removed if found necessary. Some of the resolutions withdrawn were not forced to a division, on the assurance given on behalf of the Government that they were in agreement with their underlying principles. Resolutions such as those relating to the establishment of a University for Travancore, the restriction of the public service to Travancoreans, the retirement of officers on completion of their fifty-fifth year of age, the increase of outlay on minor irrigation works, the appointment of a committee to examine the abkari policy of the Government, and the throwing open of all schools to all classes, come under this category.

75. While speaking of the Legislative Council, I wish specially to refer to a few subjects which came up for discussion before it, as, in regard to them, there has been comment both in the Council and outside.

76. The first relates to recruitment to the services. Criticisms have been directed against the present system of recruitment, and communal partiality has been alleged against the authorities invested with the power of making appointments. Claims have been put forward for the representation of the several communities. A series of representations were made at the last session of the Assembly on the subject;

and it was then stated that, during the two years in which the Government were busy with re-organisation and retrenchment, no recruitment worth mentioning was made, that recruitment recommenced only in 1098, and that the caste-war statements of initial appointments made after that date by heads of departments and offices which had been called for, would be examined with a view to ascertain how far the appointments made accorded with the instructions issued by the Government from time to time on the subject of recruitment. The statements for 1098 and 1099 have been received and scrutinised and a review of these will shortly be published. It is found that, taken as a whole, the various communities have received due consideration as regards representation. Where the statements show apparent inequalities, explanations are being called for.

77. The question of recruitment to the services has for some time past been under the consideration of the Government and it has not been possible to devise a system which would meet all possible criticisms and at the same time provide for efficiency. The scheme now under contemplation proposes to divide the services into two ranks, upper and lower. In regard to the latter, recruitment is proposed to be made, in all departments, through the medium of a Staff Selection Board in whose *personnel* non-officials will be included. Some of the appointments in the upper ranks of the Revenue, Excise, Police, and Devaswom Departments, the Magistracy and the Secretariat, are proposed to be united into one *cadre* to be named the Travancore Civil Service; and it is proposed to recruit officers to this service mainly by competition, and to a certain extent by promotion. In the earlier stages, the percentage of promotion should be comparatively high; but it would go on decreasing until eventually it would be limited to meet cases where exceptional good work in the subordinate ranks deserved recognition. The right of the Sovereign to nominate an individual to any post will, however, remain. There may be some doubts as to whether the recruitment made by a Staff Selection Board may not imply a lower efficiency; but, in view to the large volume of public criticism to which the present system has been subject, the Government propose to try the new method.

78. The second matter to which I wish to refer is the Kallar Hydro-Electric Scheme. The resolution which was moved in the Council to the effect that, before concluding an agreement with the Madras Government, the scheme should be investigated by a committee of experts, was lost after a heated discussion. Nevertheless, the Government, in deference to the non-official view in the matter, appointed a committee consisting of experts and non-official members of the Legislative Council to investigate the scheme and to report thereon; and the report of this committee was communicated to the Madras Government. The Madras Government eventually thought that the terms to which they had originally agreed and which non-official opinion in Travancore considered to be unduly advantageous to the Madras Government were really disadvantageous to them. Taking advantage of the circumstance that their first offer was not accepted by the Travancore Government, the Madras Government have now withdrawn it and the negotiations have closed.

79. The third matter relates to the resolution that was moved by Mr. N. Kumaran recommending that the Government should throw open the roads around and in the vicinity of the Vaikam temple to all classes. I propose to deal with this resolution at some length and explain the position of the Government. The custom prohibiting the user by certain communities of certain roads forms the basis of the Vaikam

satyagraha and has been the cause of considerable comment both in and outside Travancore. There are certain Hindu communities falling outside the fold of caste in Kerala, whose approach or touch has been, from time immemorial, unfortunately considered to carry pollution with it, both to the members of caste Hindu communities and to the deities in the temples to which the latter communities have access. In consequence, these non-caste Hindu communities have not been allowed the use of roads lying within a certain distance from some Hindu temples, even though such roads are public in the sense that they are open to certain classes of the public. The existence of this custom is admitted by the non-caste Hindus. The most important among the non-caste Hindu communities, so far as Travancore is concerned, are the Ezhavas, who constitute one-sixth of the entire population, and who have, within recent times, made rapid advance in education and in material prosperity. This community naturally feels that the prohibition is derogatory to its self-respect and it is a feeling with which every right-minded man is bound to sympathise. The case of the Ezhavas and their brethren has, as a matter of fact, secured a certain amount of sympathy from members of communities more fortunately circumstanced.

80. The *satyagraha* movement at Vaikam was started nearly a year ago by a band of Ezhavas and their sympathisers to get this disability removed. The *modus operandi* of the movement consisted in the attempt to break through the long-established custom referred to above by entering the prohibited area, even though it meant wounding the religious susceptibilities of the caste Hindus, and by defying the orders of the local Magistracy forbidding entry into the prohibited area, such orders having had to be passed to preserve the public peace threatened by the action of the non-caste Hindu communities. The aim of the *satyagrahis* is to force the hands of the Government to authorise by an executive order the violation of an established custom, which has received the recognition of the Travancore High Court in a series of decisions commencing with the case in 5 T. L. R. and which is therefore the present law of the land.

81. It is not the intention of the Government to justify the existence of this custom. Some may call it prejudice and some superstition. But, by whatever name it may be called, the custom is there and has to be reckoned with. As I have already said, it is based upon religious belief; and, as you all know, such beliefs are dear to the people who hold them. Such customs based upon religious beliefs are not unknown in other parts of India. In the Madras Presidency, for example, non-caste Hindus are not permitted to use some of the public streets inhabited by caste Hindus, and an attempt to violate this custom in the Salam District led, within the last few months, to a riot attended with murder and in the Malabar District to a disturbance of the public peace. Even among the non-caste communities, wells touched by some of them are not used by some others. In Upper India also, similar customs are widely prevalent. It is the paramount duty of every Government not to interfere with religious beliefs or usages based upon them, so long as they are not outrageously inhuman; it is also the duty of the Government to preserve the public peace, and maintain the *status quo ante*. Every Executive Government is bound to maintain and carry out the law as it exists and as it is interpreted by its courts of justice. This is what the Travancore Government have done, as pointed out by the Additional Head Sirkar Vakil at the discussion of the resolution in the Legislative Council, and this is also the policy pursued by other Governments in India.

82. Now let us examine the position at Vaikam in some detail. The roads immediately surrounding the temple are the private property of the temple and are not public roads. Those that converge towards the temple are, on the contrary, public roads. But, according to admitted and immemorial custom, they are, up to within a certain distance of the temple, public in a qualified sense only, *viz.*, that they are open to certain classes of the public alone and are not king's highways open to all communities. There is no public institution necessitating the entry into them of the entire public. The only real material inconvenience occasioned by the prohibition of entry into this area is the necessity to take devious and more lengthy routes from one point of the town of Vaikam to another. This inconvenience the Government promised to remove by opening new roads for the use of the entire public on the outskirts of the prohibited area. This offer was not accepted, so that the sole justification for the demand for the removal of the prohibition is a feeling of self-respect or, in other words, sentiment. I grant that this feeling deserves to be respected; but I ask, is it possible for a Government to respect it if, in so doing, it is compelled to act in violation of a well-recognised and well-established legal position and, in defiance of the religious beliefs entertained by another community?

83. It has been urged, in the course of the discussion on the resolution, that the Government having thrown open public institutions, public offices and the public service to these communities, they cannot now refuse to remove this disability which is derogatory to their self-respect. It is true that the Government have done their utmost to remove several disabilities under which these communities have laboured so long and to give them equal opportunities with the other communities as far as possible; but the grant of permission to enter areas considered sacred by certain other sections of the Hindu community is of quite a different character, as it would violate established rights based on religious faith.

84. It is a matter for deep regret that the Ezhavas and other non-caste Hindus of Travancore should have greatly prejudiced their cause by the methods they have adopted. The policy of attempting to secure the recognition of their claims by the caste Hindus through pressure put upon them by the Executive Government will be neither lasting nor far-reaching in its results. All settlements arrived at as the result of the exercise of *force majeure* are bound to be short-lived. It would have been far better had the Ezhavas devoted their energies to methods of peaceful persuasion and the education of the caste communities to a realisation of the fact that the custom of untouchability is as degrading to the latter as it is unjust to the former. There is a world of difference between *satyagraha* meant to be an educative force and *satyagraha* intended as an instrument for the coercion of the Government and through them of the orthodox Hindus. What the *satyagrahis* should aim at is the conversion of the orthodox to whom untouchability is part of their faith. The results of such a course of action will, no doubt, be slow, but, being based on voluntary assent, will be permanent.

85. A satisfactory solution of the question can be reached only through negotiations between the disputing communities and by a compromise acceptable to both. While the Government recognise the legal right of the caste Hindu communities to maintain the prohibition so long as the law is what it is, they cannot but feel

that it would be wise for these communities not to insist too strongly on their legal rights but to recognise the time spirit and give up, as quickly as possible, religious beliefs and prejudices which militate against communal harmony, and to admit claims which the world has come to regard as irrefutable. The Government are prepared to do everything in their power to explore the avenues along which negotiations to this end may proceed and the needed *rapprochement* reached. More than this it is unreasonable to expect the Government to undertake; and further persistence of both sides in this struggle, without change in their angle of vision, would only serve to further intensify class hatred and endanger the public peace.

86. The opportunities afforded by the discussions in the Council have, I hope, been useful to clear doubts and correct prejudices and to enable the Government to gauge aright the nature and volume of popular grievances. A solid foundation has been laid by the Council for the advancement of representative government, and a great future is in store for it, if it will only sedulously cultivate that larger patriotism which transcends the barriers of caste and community, and work for the common good of the country in a spirit of responsible optimism.

Trivandrum,
9th March, 1925. }

T. RAGHAVIAH,
Deewan of Travancore.