

Mr. Austin—continued.

distress known. In many cases, moreover, they are afraid to come forward. They dread being taken from their homes; they dread being sent off to camps. Therefore special officers must be deputed to supervise relief. The ordinary district staff is wholly insufficient for the purpose. To take my own case I found myself at the very height of the famine (at a time when it was almost impossible to ride or drive half a dozen miles in any of the main roads without either coming across the body of some wanderer who had succumbed to starvation, or picking up some miserable creature in the last hopeless stage of emaciation) in sole charge of three average-sized taluks and a zemindari. My office and magisterial work had increased enormously owing to the famine, and it required my whole time from morning till night to carry on the mere ordinary work of the office. I need scarcely observe that anything like effectual supervision was out of the question. I made spasmodic efforts to inspect various localities, and went here and there whenever it was possible to find time to do so, but this sort of inspection was almost worse than useless. My Tahsildars were all as overworked as myself, and the care of the famine-stricken people was practically left to our village officer and Relief Inspectors who doubtless made in combination with each other a very profitable harvest. The result was that the Government were swindled while the people starved. Had I been relieved of all ordinary work and placed in famine charge only of the sub-division with a European officer of some slight experience, say junior Civilian of three or four years' standing, or an officer of the grade of Assistant Superintendent of Police, or officer of that stamp under me one for each taluk and zemindari, the result would, I venture to think, have been very different. In the very height of the famine probably two officers in each taluk would not have been found excessive. This number might, however, have been speedily reduced when once the system of relief in the taluk had been got into working order. The subordinate staff would of course have been composed of the Relief Inspectors, one to every thirty villages or so. So far as possible these men should be Government officials, for this reason, that their permanent appointment is at stake, and we thus have a greater hold on them. For this reason I would always employ Government servants on famine duty rather than non-officials, who take up the appointments merely with the view of getting as much profit out of them as possible in a limited time. As far as my experience goes the only men who have done good honest work have been officials. The non-officials have been weighed in the balance and found wanting. It is difficult to say at what exact stage of the famine the extra establishment should be entertained. This may, however, be safely affirmed that it was the want of proper and sufficient supervision in its early stage that enabled the famine to gain the hold on the country it undoubtedly did. There has never been, at least in this sub-division, any objection on the part of the people to go to relief-works while such works were being carried on in the neighbourhood of their own villages. They naturally dislike leaving their homes and villages and going long distances to obtain a mere subsistence allowance. The objection to go to camps has been universal, and this is owing to several causes. Firstly, the people naturally refuse to leave their homes and go to a distance for relief so long as there is a chance of their being cared for in their own villages; secondly, the dread of losing caste by going into camps, where they will be thrust into the proximity of Pariah and low-caste people; lastly, the wildest rumours as to the intention

Mr. Austin—continued.

of the Government were widely current among the people. It was fully believed for a considerable time that the object of Government in collecting the people into camps was to Christianize them. Another rumour spread like wild fire through the villages to the effect that the inmates of the camps were to be sacrificed to appease the angry deities. Some thought they were to be removed *en masse* to Madras and offered there as a propitiating sacrifice to the tutelary deity of the Harbour Works. These are only a few of the current rumours. Any one well acquainted with the lower and more ignorant classes of rural Madras will easily understand how these absurd stories spread, and how easily they were accepted as serious solutions of the mysterious action of Government. That the Government were simply and slowly desirous of relieving distress at any cost was the last idea that would occur to them. I do not think there is much want of confidence, *as a rule*, in Government officials. On the contrary, I think the people are generally inclined to place an almost childish trust in them. But the famine arrangements went altogether beyond their comprehension.

Mr. Martin.

Unless Government search out the people in the villages, there *must* be great mortality.

There are, I think, two different kinds of inspections necessary. One should be made immediately when it appears undoubted that a great scarcity, if not famine, is imminent. This should be made by the deputation of a great number of officers from the nearest districts aided by the superior Native officials of the threatened district, and should be with the object of assuring the people that relief will be provided when necessary, and informing them of the places to which emigration will be dangerous and of those to which they may safely go. Officers should be sent at the rate of one to each tract of thirty villages, and each deputed officer should make this preliminary inspection in three days and be ready to return at once to his own duty if not ordered to remain.

The notes furnished by these officers ought to sufficiently inform the District Officer of the tracts where deaths from starvation are likely soon to take place, and he should have the power temporarily to retain the officers who made the inspections of such tracts, and send them out again with means of relief and instructions to collect all the information available about the persons in present distress and about those likely soon to become distressed.

The Divisional Officer and Taluk Tahsildar should be relieved of all their magisterial work without loss of time, so that they may be free to arrange together for what will be required for the subsequent relief measures in the most expeditious and economical manner.

The tracts not immediately threatened should be placed in the charge of the ordinary Revenue Inspectors, assisted by a few clerks of the Divisional Officer's establishment, until such time as the reports of these officers show that more minute inspection and extended relief is required. Additional clerks to replace those deputed will be required.

As soon as general village relief is necessary, heavy expenditure on famine-relief may be expected to be at hand, and the inspection establishment to which I have alluded in answering Question 10, Chapter II, should be introduced and continued until village relief ceases. It will depend on the area to which the

Mr. Martin—continued.

famine extends whether high-class officials can be obtained, but the higher the class, the better and the more economical in the long run.

The supervision over these officers should be left in all cases with the Divisional Officer, whose time should be free for the work and for the other famine duties required of him, and he in turn should be subject to the supervision of a Commissioner, who should have the duty of occasional inspection of the relief in different districts and the task of reducing all relief to the best uniform plan.

I would make it the duty of the inspecting officers to see their whole charge twice a-week, and to be present at the distribution of the village relief in each village once a-week. They should have control of the birth and death registers of their charges, and certify that they have tested the accuracy of the entries in them. They should attend to the water-supply of the villages, and when it is very impure get leave to improve it by famine labor detailed from a famine work (I regard the frightfully bad water-supply during a famine as largely responsible for the immense mortality from internal diseases), and they should have at their headquarters a depôt for the reception of applicants for labor, where they should class the applicants into those for Professional Agency and those for Civil Agency works, and pass them along to the nearest similar depôt in the line of route to the work, to be thence passed on in a similar manner.

I found at first a disinclination on the part of many people to leave their villages. It was before the village money-dole relief was instituted, and principally was among the old, debilitated people who wished to die at home, and who afterwards were recognized as persons to be relieved at home. After the institution of village money-dole, the objection to leave the villages was almost altogether arising from the hope that the objector would succeed eventually in getting on the money-dole register.

Mr. Knox.

The more perfect and accessible that the relief offered to the people is made, the more will they be inclined to come forward of themselves and secure this relief, provided that they know of it; but they very often are in ignorance of it, or else do not know what steps they should take to obtain it. Hence it becomes very necessary in times of famine to establish a good system of village inspection both to ascertain and keep the authorities informed of the degree of distress prevailing, and also to provide a means of communicating with the people with a view to tell them of the relief offered, and to assist them in availing themselves of it. Unless this is done we can never be sure that there is not a great deal of distress which might be alleviated, especially in the more remote and inaccessible parts of a district.

If village officers were always intelligent and did their duty, there would be no need of inspection, but the experience recently gained has made it plain that they cannot be depended upon, and that, as a rule, they are very stupid or else careless and apathetic. The ordinary district staff is quite insufficient to undertake and carry out effectively the duty of village inspection, and hence it is necessary to appoint special officers to assist them. As

NOTE.—I totally demur to this, and consider that, take it all in all, the behaviour of the taluk and village officers in carrying out the system of village relief has been most creditable (*vide* my answer to this question).  
(Sd.) C. S. COLE,  
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Mr. Knox—continued.

much depends upon this work being done well, it becomes important to determine what class of people are best suited for the purpose.

The chief duties of a Village Inspector would be to visit frequently every village in his range, and note carefully and report on the condition of the village. In doing this the points he would have to attend to would be the condition of the people, especially of the poorer classes, the degree to which distress was prevalent, the extent to which there was work for the laboring classes, the state of the crops, prices, and the sanitary condition of the place, and whether there was much sickness. He would also have to satisfy himself that the people knew what relief they could get and how they could get it, and, if he found they did not know, should do his best to inform them. He should also be authorized to send to camp or to works all persons in distress who were willing to go and to use compulsion in the case of those who were in his opinion in a dangerous state. There might be many other miscellaneous minor duties which I cannot now detail, but I have mentioned the chief; it will be seen that they are by no means of a trivial character. To do this work properly it is not sufficient to hastily run through a number of villages with a view to accomplish a certain distance in a certain short period of time as if for a wager. What is wanted is work of a much more steady character, and the Inspector should make frequent halts of a few days in order the more effectually to examine some large village or a group of villages within easy reach of his camp.

Such being the duties of a Village Inspector, we can form some idea of what would be the qualifications required for this kind of work. They would be mainly honesty, not merely the refraining from picking and stealing, but honesty of purpose and conscientious resolve to do well what had to be done, and not merely to slur it over; also a fair amount of intelligence and common sense; patience too and tact in dealing with the people, and energy and activity both of body and mind. It would also be well if the officer had some knowledge of the language and was not altogether a stranger to the country or to the ways of the people.

I think that among respectable Europeans we would be more likely to find a combination of these qualifications than among Natives, and that therefore they only should be employed. True that probably many would be more or less ignorant of the language and some might be comparative strangers to the country; this would be a defect certainly, and efforts would have to be made to find men as little defective in this respect as possible, but still the possession of other qualifications would to a great extent make up for this deficiency. Both officials and non-officials might be employed, though as a rule the former would be best, and in choosing officials those who had most experience in dealing with the people should be preferred, and the services of every available man in the tract of country affected utilized before calling in the help of strangers from other places. Civilians would probably be better than military men, especially than officers of Queen's regiments. The latter would have plenty of energy, but they would probably know very little of the vernacular and would not be so well acquainted with the ways of the people or so experienced in knowing how to deal with them.

In every taluk there should be two or three Inspectors acting under the orders of the Divisional Officer, who at such a time should be a European of standing and experience. It would

Mr. Knox—continued.

be for the Divisional Officer, under the general supervision of the Collector, to arrange the plan of relief, sub-divide his division into convenient sections, lay down rules for the submission of the necessary accounts and reports, check the expenditure, &c. Every Inspector should be provided with a proper establishment to help him in his work, and in this respect Government might be a little more liberal than they were heretofore. The establishment fixed was one gumastah, one peon, and a lascar; this is not enough; there ought to be two gumastahs, four peons, and a lascar, and the peons should be provided with proper badges of office of the same kind as used by the superior revenue peons. Again, I think more latitude should be shown to an Inspector than has hitherto been done, and he should not be tied down too closely as to the manner in which his work was to be done, expected for instance always to get through a particular number of villages in a particular time.

\* NOTE.—The requisitenumber is not, and never can be, available.

(Sd.) C. S. CROLE,  
Ag. Collector.  
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This kind of minute supervision may be necessary in the case of inferior employes, but it is not necessary in the case of *honest\* and intelligent men*, and these only we ought to employ. A fair travelling allowance would be necessary both for Inspector and establishment, and this should not be stopped (as has been the case) during short halts, say up to five days. In short, Inspectors and their establishments should be liberally treated in every way, and by these means we will best ensure that their work, which is hard and distasteful, is done thoroughly.

As soon as it was ascertained that the distress was likely to be more than temporary and local, and that famine had begun, so soon it would be necessary to commence the work of inspection; there should be as little delay as possible; of course this point of time would vary in different places and would have to be determined by Government on the Collector's report, based on a careful inquiry as to the existence of the different circumstances which are the signs of famine. This would be the chief difficulty; but, once it was acknowledged that there was famine, there should be no hesitation or time lost in employing a famine establishment, for the sooner that we strike at the distress, the better will we be able to cope with it. As soon as famine works were started, village inspection should begin.

I have very often met with a general disinclination among the people to go to works and camps; people who were in distressed circumstances have preferred to eke out their livelihood by begging or by wandering about in search of wild herbs, grass-seeds, and such like food. Camps have been much more disliked than works. In the case of the latter the chief cause of unwillingness to go was the distance of the works, for the people of villages six or seven or even ten miles off thronged to them. In the immediate neighborhood of camps there would often be many applicants for admission, but I have often found people in villages even five miles from a camp who refused to go to it. Distance was clearly not the only cause of objection to the camps; their management was not as it ought to have been, and from the high rate of mortality in them they had got a bad name. I have gone more into this subject in answering a former question; so need not repeat here. It is sufficient to remark that, though when the famine was at its height prostration of mind and body may have had something to do with preventing the people coming forward for relief, the chief cause was the defective character of the relief due either to inaccessibility or bad management.

Mr. Lewis Moore.

If Government are determined, cost what it may, to save life, they must seek out distressed people in times of famine in their villages and homes. It is not sufficient *in all cases* to offer means of obtaining relief, and to expect that the famine-stricken will come of themselves and make use of those means. During the late famine eight officers, termed Village Inspectors, were appointed for Musiri, and the same number for Kulitalai Taluk. Their duties were to go from village to village and scrutinise the lists of persons receiving money-dole, cutting out from it all those who appeared able to support themselves, and adding such destitute persons as seemed to them to require relief. They had, in fact, generally to check and supervise the Village Magistrates to whom the distribution of the village-dole was left. The men appointed by me as Village Inspectors were, as a rule, Village Curnams, and their pay was Rupees 10 per mensem. They worked under the supervision of the Revenue Inspectors, the Deputy Tahsildars, and Tahsildar, and, lastly, by the officers in famine charge of the taluk. The men appointed by me were picked out from the Curnams of the taluks as being men of intelligence and energy. It most certainly would not be possible in this part of the country to get non-officials fit to do the work performed by them here. I consider that, on the whole, they did their work fairly and checked the system of distributing village-dole as well as could have been done without an enormous expenditure for a supervising staff. In this district Village Inspectors were not employed till the famine was at its height, and I do not consider that they are required in the early stages of distress. In no case that came under my notice, did I remark any determined resistance on the part of distressed persons to avail themselves of the relief offered them.

Mr. Soobbien.

It will be sufficient, I think, if Government offer proper means of obtaining relief and make the famine-stricken to come of themselves and make use of those means. The ordinary district staff should be strengthened by the appointment of additional Inspectors. They should be selected from the servants of Government and be men accustomed to travelling and inspection work. The area of inspection that should be assigned to each Inspector should, in my opinion, be 50 square miles. The less the area the more thorough will be the inspection. The duties of this staff of Inspectors will be to inspect the villages, to find out cases of real distress, and to intimate to the people where works are to be had or where poor-houses have been established or where labor could be found. At the beginning of distress if it is apprehended that famine is imminent and is likely to last long, such extra famine establishment should be organized. If relief of a kind which would clash with the requirements of caste or position were forced on the people then the relief offered would be refused. During the recent famine there was no tendency on the part of the people in distress to reject relief except when such was the case. I met also with instances which were, however, rare in which a natural disinclination to leave their homes induced people to reject relief offered to them. The poor-house relief, for instance, was unsuited to Brahmins and respectable classes of Sudras in distress, and they of course rejected it and preferred starvation to it. There was generally no determined disinclination shown on the part of the people to go to relief-works or poor-houses, and in those cases where it was shown it was due to the above causes and not to anything else, such as improper

**Mr. Soobbien**—continued.

arrangements for the reception of applicants for relief or insufficient allowance of food or wages, or habitual want of confidence in officials, &c.

**M. Venkatramaniah.**

The famished must be searched out in every village and relief offered. Separate officers should be deputed at the rate of one for every taluk with the assistance of some of the upper subordinates of the district establishment thoroughly acquainted with the taluk, making temporary arrangements to fill up their places for the time being. The subordinates will have 30 villages, each of average size, to inspect. When the operations are actually being carried out, extra hands are a necessity except in town, where the Municipal members or other enlightened and public-spirited men may offer their services. So far as has come to my knowledge I cannot attribute the unwillingness, if there had been any, on the part of the distressed people to accept the relief offered to any mismanagement in the reception or admission of relief or the insufficiency of relief. People really distressed will gladly accept anything, however insufficient it may be, that is offered to them. People generally evince a disinclination to leave their homes for distant places to accept relief. Here and there there may be some cases. I have observed one at Chennimalai, in which a few do not like to be a burden unproductive on the State, and would rather seek labor of themselves to maintain themselves from private quarters however inadequately.

**Mr. Oldham.**

The answer to the first question depends on the view taken of the Government's duty as regards saving life. If, in a famine like this last, distress be not searched for in the villages and people's homes, many people must die from sheer distress.

Much depends also on what is meant by the question, "Is it sufficient for Government to offer means of obtaining relief?" If these means be offered in one central place in a district, division, or taluk, it would not be sufficient. If offered in every village or quarter of a town corresponding in extent to a village, they would probably be sufficient; but would not this be called a searching for distress?

I have seen it stated that relief in India went beyond relief in England, in that distress was searched for in India, while in England relief was merely left open. Such a statement is altogether misleading.

Primarily the best way of strengthening the district staff is to free the local officers with local knowledge from all ordinary duties so as to leave them time for relief duties only. The district should then be sub-divided into relief charges, according to the strength and capacity of the officers available. These vary so much that I can propose no rule on the subject. The arrangements of taluks in the Madras districts is an admirable one for the purposes of relief administration.

For circle inspection in this district from ten to fifteen villages were as large a number as could be managed in one group. In any district of Bengal that I know they might easily be twice or thrice as many, or even more. My Circle Inspectors were nearly all non-officials on from 20 Rupees to 30 Rupees a-month. The few officials employed did best. Native non-Commissioned Officers of the Army do very well for this work. Circles or groups of villages (the charge of a Circle Inspector) were themselves grouped and placed under a Circle Officer. Last year these officers were

Mr. Oldham—continued.

chiefly army officers. A charge of 50 villages in their circles gave them as much as they could do. A good British non-Commissioned Officer could perform these duties very well.

In the early stages of the famine the Inspectors' circles should be formed, though two or three or more of them could be entrusted to one Inspector, and the staff of Inspectors increased as the pressure demanded. Similarly with groups of inspection circles.

The Inspector's duties, arranged according to the progress of the distress, would be—

*First.*—To become acquainted with his villages, and to be both the authorities, and the people's referee regarding the progress of distress, and the measures in force to relieve it.

*Second.*—To arrange for the systematic despatch of applicants for relief to relief-works, from each separate village, accompanied by lists when required by or for the people.

Up to this stage there would be no expenditure under the Circle Agency.

*Third.*—To have despatched to relief-camps decrepit and sick persons, generally mendicants who had no houses in the villages. This would be the beginning of a small expenditure.

*Fourth.*—To supervise the distribution of relief to the classes described as deserving recipients of it in my answer to paragraphs 30 and 31, and in the manner therein suggested; to superintend the accounts, and submit or procure the submission of them and the returns every week; to supervise the distribution of funds and to ensure that those of the minor disbursing agents do not fall short.

In Adoni last year the village officers of the central and largest village in each group were made treasurers for the group, and remittances were made to them.

I have never had experience of any general disinclination shown by the people to go to relief-works, unless these works were at a distance which they considered inaccessible. The exception to this is the systematic vagabondage described in the answer to paragraph 36. The people resorting to it are isolated units or perhaps families.

In Orissa no people of the respectable classes—none in fact but low caste-people—would go to the relief-camps. This disinclination had nothing to do with improper arrangements for admitting applicants to relief.

In isolated instances, which have at some periods become pretty numerous, persons have been found disinclined to seek relief, from physical prostration, from habitual want of confidence in officials, and most commonly from arrangements on relief-works which either were not, or which they thought not, conducted in a way calculated to give them relief.

Lieut.-Col. Bartleman.

I think it is sufficient for Government to offer means of obtaining relief and to expect the famine-stricken will avail themselves of those means, though perhaps it would be as well if special officers were in the first instance deputed to visit and inspect villages and proclaim to the people what the means are. I think Government officers (European, if possible) should be deputed for this duty, and this extra establishment should be organized as early as practicable at the commencement of the impending distress. It is very difficult to arrive at the causes why people in distress reject the measures for relief offered them, but I have ascertained that the following are some of the various, if not chief, causes of their disinclination:—

Lieut.-Col. Bartleman—continued.

1. The higher-caste classes of the destitute poor object to reside and feed with or near the low castes.

2. Many destitute women keep away from the poor-house for fear that false rumours affecting their moral character might reach their relations and friends, and the relatives themselves think their character and status will be lessened if the females of their family leave their homes and reside in a poor-house.

3. The restrictions imposed on a compulsory residence in a poor-house.

4. The want of proper co-operation on the part of Monegars and influential village persons, who, from interested motives, sometimes prevent emaciated persons going to a poor-house, their object being that, if the distress continues great in their neighborhood, a poor-house (which perhaps existed there formerly) will be reopened in their village, when *every one* will be gratuitously fed and the opportunities of undiscovered fraud be great.

5. The idea that entrance to a camp will terminate fatally; and also the reasons given in Answer\* 5 partly apply.

To show that rumour is very prevalent, I have myself heard well-to-do ryots (the Monegars being present) use the expression, and even children when pressed for their reasons for not going to a relief-camp have told me the same thing, and one old emaciated woman in reply to my inquiry naively said: "I have only eight days to live, and by sending me to the poor-house you wish me to die in two."

The above are, I think, the general causes why distressed persons are disinclined to seek State relief or leave their villages.

Mr. Weekes.

Decidedly the duty of searching out distress in the villages and the people's homes is one that properly belongs to Government, and it is not sufficient for Government to offer means of obtaining relief and to expect that the famine-stricken will come of themselves and make use of those means. There is no part of a Relief Officer's duties so important as village house-to-house inspection. Any number of people may theorize, give orders, plan relief-works and camps, but there is no chance of relief being thorough or of avoiding a fearful loss of life, which may amount to twenty-five and more of the population if village inspection is not insisted on. No doubt many died of cholera, small-pox, and fever as I know they did, but I believe that the majority died in their villages or on roads on their way from neglected villages. Relief Inspectors should be appointed to circles into which each taluk or thanuah of a district should be divided. Active officers of good character should be selected from the Survey or other department. They should be Government servants, and their conduct should be noted with the view to promote them or otherwise according as they conduct their duties.

They should have such an area as an active officer can go over in a week.

Their precise duties would be to inspect every house in every village, to place all persons who are emaciated and unfit for work from that cause or any other on a register to be kept by the village officers, to see that those officers feed these persons daily according to a given scale with cooked food, to see that there are no abuses

\* See under Question 5, Section I.

Mr. Weekes—continued.

and none are fed who have persons who ought to, and who can support them; they should inquire into the circumstances of each case separately, and be present as often as possible during the distribution of the food, the weight of which they should test. They should keep a diary of their proceedings, showing of course the villages visited, the number fed, the state of the village generally and its cultivation, the water-supply, condition of the people, state of the accounts, &c. They must always examine and sign the registers and accounts after comparison with the people fed whom they must always assemble and see, and they must send in people who are in distress and require employment. The Relief Officers over them must be constantly on the move and compare their experience of the state of the villages with the diaries of the Inspectors, and see whether persons are improperly admitted to relief or deserving cases, especially of outcasts as they so often are neglected. Such an establishment should be organized early in the days of famine, as the people early begin to leave their villages in a state in which it is difficult to save their lives. In Jammulamadugu as early as in the beginning of March 1877 there were congregated some of the worst specimens of suffering humanity that I have ever seen. They had wandered from their villages in that state. There has always been a tendency on the part of the people in distress to reject offer of relief in camps. For this there are several reasons. One of the principal is one which has greater effect here, where European medicine is comparatively unknown to the people, than in Bengal. They universally dread English medicines, and people in hospital have told me that the medicine the doctor had given them had made them ill; and outside they have told me they would rather die in their villages than be killed by English medicines and have diarrhoea caused by the food. A groom of mine, who was very ill with a bad Cuddapah fever, attended with sickness and diarrhoea, steadily refused to go to a camp-hospital for medicine, and on inquiry I was told he had seen several corpses carried out the day before from the hospital, the death of which he attributed to medicine, and he would listen to nothing, and his brother supported him in his obstinacy. To save his life I had him carried by force to the hospital; he gave in halfway and submitted to take the medicine and recovered. I asked him afterwards whether I was not right; and he said that the doctor on receipt of my letter had given him different medicines from what he gave the hospital patients! The complaints that diarrhoea is caused by the food are due to the order to give raggi and cholum which all camp doctors say cause diarrhoea and dysentery in emaciated and weakly subjects, such as all in camps are. Dr. Cornish I know tries to prove the contrary; but his arguments are fallacious. He argues that what is good for people in health is good for them in sickness and debility, which everybody knows is not the case—I believe the people themselves and the Hospital Assistants than him. These are two reasons I have commonly heard assigned, and allied to them is the excessive death-rate over 100 per cent. per annum, camps being an extemporized and poor instrument to attempt to save those who have been utterly neglected. One great reason, if not the greatest, is that the people who go to camps are looked upon with contempt; another is that it compels people to leave their homes and villages and to reside with utter strangers and people, such as professional beggars and lepers and other objectionable incurables. Then the confinement is not agreeable of course. The compulsion to leave home is to my mind an objection that should condemn the system if there were not

Mr. Weekes—continued.

many other reasons to condemn it. If Government intends to master a famine it may as well do so thoroughly and in a proper way. I see no good and sufficient reason and little economy in trying all sorts of plans and methods which are made as disagreeable as possible to the people, and reduce and squander their little all that remains to them, and in the fearful and novel circumstances of famine separate them from, and rob them of, the advantages of homes' shelter, acquaintances, friends, villages, known country *wells, water, and air* they are accustomed to from childhood, cheap firewood, a few comforts in their house, pots, pans, beds, spinning wheels, *mills, &c.*, and all this to satisfy a central Government that abuses are not committed; and the result of this is distress and death to thousands and even to millions. Rather send trustworthy European officers enough, with as many of the best official natives under them as they can *thoroughly* supervise and trust; these officers to discriminate cases of distress and relieve them gratuitously or by work in or near their houses. It is merely a question of sufficient trustworthy European officers. Improve the villages and village communications and destroy prickly-pear, locusts, &c., with the help of the poor not accustomed to, or fit for, professional work, and draft off the professional and occasional earthworkers and the able-bodied field-laborers to larger works, where they may get the value of their labor. Have so many officers that they may *substitute knowledge for tests* and give and withhold relief on proper data. Spinning and other relief should be widely given. I am only speaking of real famine when Government will always find it difficult to do enough. The probable cause of determined disinclination to leave villages is, as far as my experience goes, physical prostration supervening or a desire to stay at home and eke out subsistence on berries and leaves, especially in the rainy season. Other reasons may be want of hut-accommodation on the works, deferred payments, sickness and cholera epidemics. Cases have occurred in which maistries and overseers have refused to entertain applicants, especially low-caste and poor and weak persons. In Pattikonda Taluk, Kurnool District, in July and August 1878 I have found many persons emaciated and dying in their houses who required persuasion to go to a camp, and several openly told me they had rather die in their villages. They were trying to live on the leaves and berries of the devdar, and many suffered from dropsy in consequence of innutrition. I know they lived on these, and the fæces lying close by their cottages were entirely composed of the stones of the devdar berries. Many, too, that could work refused to go, as they said they had no clothes, and it was the rainy and cold season in Kurnool. One woman preached to the others not to go, and holding her fingers and thumb together showed that only a mouthful or two of food was given in the camp. The only machinery allowed me for persuading these unfortunates to go to camp or works was, in spite of my remonstrances, the Village Reddies or Curnums supervised by the Revenue Inspectors. The Deputy Collector through the whole of July kept all the latter and all the Curnums at his headquarters during jamabundi, and the Reddies or Munsifs are nearly all illiterate; consequently the people died in hundreds I feel sure.

Mr. E. W. Shaw.

The probable causes of the disinclination shown by people in distress to go to relief-camps are, I think, the natural unwillingness to leaving their houses and villages, having to eat cooked food in the camp, the being confined within an enclosure, great mortality in many of the camps, mixture of castes, dread of being forcibly

Mr. E. W. Shaw—continued.

converted to Christianity, and fear of being removed under escort to another part of the country. As regards children it is said by natives that there is no prospect of any female child who has lived in a relief-camp being taken hereafter in marriage; hence mothers are very unwilling to bring their daughters to a camp.

I have not observed that the causes named in this question have operated against admissions to the camp. Very little may prevent people resorting to a poor-house or induce them to flee from it. In one instance the inmates of a camp, of which I was in charge, were thrown into a state of great excitement and showed much anxiety to get away from the place on account of the belief that a "genii" had taken up her abode there and was in the habit of throwing sand and gravel on the roofs of the huts at night. The genii was soon discovered in the shape of two mischievous boys, and the panic ceased. I saw no habitual want of confidence in European officials.

Mr. T. H. Homan.

I think the duty of searching out distress in villages, people's homes, &c., belongs to Government. Experience has proved that unless this is done many of the worst cases, particularly among the better classes, would never, or not till it was too late, be brought to notice, and this duty is especially necessary at the earlier stages of a famine, as then even the lower classes have great scruples and fears about entering a poor-house. It may, I consider, be taken as a proved fact that in the latter stages of the Madras famine the people much more readily flocked into poor-houses than when they were first established. At first they had all kinds of vague dreads that they would be sent off to the Andamans, that the very fact of living in a poor-house would cause their speedy death, &c. Of course the area assigned to officers searching for distressed persons and the number of officers employed in it depend on the kind of distress existing; but, as a rule, I should say a famine officer assisted by two active Circle Inspectors, one of whom might be dispensed with after a time, ought to be sufficient for an ordinary-sized taluk. As far as my experience went the better classes of the population preferred death to entering a poor-house. This was almost entirely owing to caste prejudices. I have known instances where a man refused to have any thing more to do with his wife after she had been in a poor-house, though she had been forced to enter it by the direst necessity, and think that had there been special poor-houses for the higher classes that many lives would have been saved. Provided the distance test did not exceed five miles, or was such as to allow people to return to their homes at night, all distressed persons freely went to work, but ten miles kept many at home, and twenty miles kept all away, unless persons who had already been some time on the works, and had got used to living away from home. Satyamangalam is twelve miles from Puliempett. Last November, when a new road was being made under Public Works Department supervision, and work was started at the end nearest Satyamangalam, hardly a single person from Puliempett and the villages adjacent to it went to the works, though they were in the greatest distress, but when after a few months the work came within five miles of them they at once availed themselves of it.

Mr. Cook.

It is certainly the duty of Government to search out distress in time of famine in the villages and homes of the people, for,

Mr. Cook—continued.

although Government may afford relief, there are sure to be very many in the villages who are unable to reach it, and whose state through apathy on the part of the Monegar, &c., will never be revealed, and others who may not have heard of the work. These are the persons who should be hunted up by special officers. The class of officers best fitted for this are Government Revenue officials, for their knowledge and acquaintance with the people and country make them more fit for this important duty. Each should not have more than twelve villages to look after, which would give him two a day to inspect; but this number would depend very much on the size of the village. It should be the duty of these officers to inspect thoroughly each village and hamlet, to make known the nature and position of the relief-work, to encourage them to go to it, to have taken to poor-houses those in danger of death, to select objects for money-dole, &c. The Tahsildar of the taluk and over him the special European officer should supervise the work and see that it is carefully carried out.

As a rule no person in distress will refuse to go to relief-works if he can possibly get and he knows he will be properly paid. There are many whose caste prejudice will make them disinclined to go to poor-houses. If these be old and infirm, I have mentioned how I think they should be dealt with, namely, by dole.

What is one of the great drawbacks to people going to works is the distance test which, if so strictly insisted on as it is in my taluk, does make them disinclined to seek Government aid, for the distance they have to go, the hard task they have to perform, and the abandonment of their homes does not compensate them for the little wage they receive, subject as it is to fine.

Mr. Gillon.

Theoretically, it is doubtless sufficient for a Government to offer means of obtaining relief, and to expect that the famine-stricken will come of themselves and make use of those means. Practically, however, in this country the adoption of such a course would be equivalent to leaving large numbers to die, unless, indeed, means of relief were brought close to every village. Sometimes famine-stricken villagers are unaware of the nature of the relief offered or entertain false ideas regarding it, which induce them to abstain from applying for help. For instance, the wildest stories regarding relief-camps have been circulated and widely believed in, such as the intention of the Government to destroy caste, to cut up inmates after being fattened for the sake of the oleaginous matter contained in their bodies, or to transport them to unknown and dreaded regions. In some out-of-the-way villages, again, it is not known what the means of relief are, where available, or how obtained. Then, again, large numbers put off their departure until it is too late and they are unable through illness or weakness to leave their homes. Much, of course, depends upon the proximity and the nature of the relief offered. Where a relief-work is close at hand, large numbers from the neighboring villages will swarm to it, provided hard work is not exacted in return for small pay. When, however, the work is at a distance too great to admit of going to and fro daily, many really in need of relief will refuse to resort to it in rainy or cold weather. They can generally secure shelter and warmth in their villages, and they prefer that with slow starvation to exposure and fever on a distant relief-work. On the other hand, let a closed relief-camp be never so near to their homes, and the intense dislike to relief-camps as hitherto constituted will prevent large numbers of famine-stricken people

Mr. Gillon—continued.

from resorting to it of their own accord. Where village relief is given, there is little fear of those in need omitting to apply for it; but, on the other hand, without supervision there is not much prospect of their always obtaining it. It is idle to expect the ordinary village establishments to deal with such cases or to leave them to be discovered by Revenue Inspectors or Police Constables. Experience has amply shown that such officials, either through laziness, dislike of trouble or callousness and indifference to suffering, cannot be relied upon to make known to starving villagers the means of relief, and to insist upon their having recourse to it. Again, the severest sufferers are often those belonging to the lowest castes, while most village heads and all Brahmins make it a rule never to enter the precincts of the Pariahs' quarter. I have known them consent to fine or dismissal rather than do so. For these reasons it is absolutely essential that European officers should be employed for the purpose of inspecting villages. Mahomedans and intelligent and educated Hindus who are not Brahmins might in exceptional cases be trusted to do the work if subjected to strict supervision; but special European Relief Officers again would be required to exercise this supervision. The ordinary district officials at such times are too much overburdened with their own duties to spare sufficient time for the efficient supervision of village inspection.

The system at present in force in the Madras Presidency seems to be very well suited to attain the ends in view. One European Relief Officer is appointed to supervise a limited area which varies in extent according to the severity of the distress. In the height of a famine this should not exceed half a moderate-sized taluk or include more than sixty villages, unless they are very close together. In the early stages of distress, and when it is on the decline, one officer will suffice for one or two taluks. Under each European Relief Officer are a number of Native Relief Inspectors, who receive from Rupees 25 to 35 a month, and have one or two peons each to carry reports and returns and assist the Inspector in his duties. Each Inspector has to inspect a certain number of villages varying from ten to a much larger number according to the severity of the distress. It is the duty of the Relief Inspectors to search out all cases of distress, and to deal with them according to the rules that may be prescribed, giving orders of admission to the relief-works or village relief, despatching bad cases to the relief-camp, &c. They have also to see that no one receives relief in any form who is not entitled to it, and to report regarding the state of the country and changes in prospects, &c., in each village. Where there is no village relief, the duties of the Relief Inspectors are comparatively light and easy; but this is by no means the case under any system of village relief, as will be seen from the remarks in reply to Question 31. This establishment should be organized as soon as it becomes evident that scarcity is deepening into famine. It may not have much employment at first, neither, indeed, should a large establishment be appointed at first; but it is important that Relief Inspectors, and more especially European Relief Officers, should as early as possible become acquainted with their respective ranges. It is from these officers only that Government can obtain trustworthy information regarding the state of the people and intensity of distress. The reports of Deputy Collectors and Tahsildars cannot, as a rule, be relied upon, as these officers very rarely have a very intimate knowledge of the existing condition of more than a few villages close to their headquarters, overburdened with office-work as

Mr Gillon—continued.

they must be in a time of famine. As the distress becomes more severe, the special establishments should be increased up to the limit already mentioned. I would here call attention to the very great importance of immediately providing special officers with the most complete maps obtainable, with district manuals, census tables, and whatever may conduce to their speedily becoming acquainted with the condition of their ranges. Sufficient attention has not always been paid to these points, and officers have sometimes had to wait for a considerable time for such materials instead of finding them immediately upon joining their appointments, while district manuals and census tables have sometimes been thought superfluous. The distribution among Relief Officers in the Madras Presidency of Mr. Maclean's work on Madras administration would have proved very useful to many of them. Again, a sufficient supply of tents should be kept at the headquarters of each distressed district for the use of special European officers instead of indenting for them after such officers have joined their appointments. Much valuable time may be lost while officers are waiting for tents; for in districts destitute of bungalows it is often impracticable to move without them. Such an organization as that above described cannot prove effectual without the closest supervision. The Relief Officers and Relief Inspectors might be selected from the non-official class if of thoroughly good character, as the nature of their duties is not such as to render an official training essential. They must, however, be carefully guided and supervised. Native officials, if left too much to themselves, are apt to neglect their work, while the European Relief Officers, if not closely supervised, would probably go to work in the wrong way and expend their energies in doing unprofitable work. For each area equal to three or more taluks I would, therefore, appoint a Covenanted Officer of special aptitude and experience, who should be solely engaged in supervising the relief operations in that area. It would be the duty of the Relief Officers by constantly moving about and by making minute and searching inspections of villages, camps and the like, to ascertain whether the Relief Inspectors were doing their work thoroughly; while it would be the duty of the supervising Covenanted Officer to similarly test the work of the Relief Officers under him. Full weekly diaries should be punctually submitted by Relief Inspectors to Relief Officers, and by the latter to the Covenanted Officer; and the returns to be submitted should be as few and as complete as possible. During the famine now coming to an end Covenanted Officers from other provinces seem, as a rule, to have had the same small charges as non-official Europeans and Uncovenanted Officers young in the public service; while the duties of general supervision have been made over to the ordinary District Officers and Revenue Divisional Officers, who were already considerably overburdened by the pressure of their ordinary work.

Mr. Scanlan.

Under certain circumstances I consider the duty of searching out distress in villages does not lie on Government. Those who are able to go and decline but do not wander should be left to themselves; but there is another class, the sick, infirm, cripples, and bed-ridden, who cannot leave their homes, and for this class special officers to inspect villages are absolutely necessary. The system I propose to be adopted as regards the staff for this purpose is already mentioned in paragraph 31 of this chapter. The area assigned to superior officers might be about 6 to 800 square miles.

Mr. Scanlan—continued.

All officers entertained should be Government servants, as being better acquainted with details essential to famine administration and official routine. In the case of officers entertained on small salaries, it is even better they should be servants of Government, as the latter have more fear of disregarding Government orders and committing other offences than non-officials who have nothing to lose and are apt to "*make hay whilst the sun shines.*" Such has been my experience of them both in the Bengal and Madras famine. Non-officials of lower rank, however, entertained in any *irresponsible post*, I have never received any complaints against, and in some instances they have distinguished themselves. The duties of officers will depend upon the system of relief established in different circles and the number regulated accordingly. Extra establishments would have to be entertained as distress increases.

The circumstances under which people have refused relief in camps are many; first and foremost is the dislike entertained by many respectable people to go to camps owing to the disagreeable neighbors they might have to herd with; but the dislike among the lower classes is wholly unaccountable, perhaps it is the great dislike to being close prisoners and their liberty interfered with. This was bad towards the commencement of famine and during its height, but towards the decline I have noticed a great falling off of this dislike, and people have availed themselves of the relief more readily. The dislike to leave their villages is first due to the great attachment with which they look upon their homes in which probably they were born and have lived all their lives, and the fear of its being destroyed or made away with piecemeal during their absence, and to leave other property dear to them. Those determined not to leave their villages for the works or camps have generally reduced themselves to that extent that Relief Officers' interference became necessary and village officials were held responsible for marching them off to camps. It is not due, in my opinion, to any of the arrangements on relief-works or poor-houses, but senseless obstinacy fed by the most absurd and improbable rumours. In future, however, it will be necessary to make special arrangements in each poor-house for the reception of respectable people and those of different castes. And these buildings should, though as part of the house and its enclosure, be detached from the abodes of other lower classes and railed off if necessary. I do not think there are any other causes I can attribute to this disinclination. Where physical prostration is the case I have latterly found them willing to go if they are conveyed, but not so at an earlier stage of the famine.

Lieut.-Col. Hasted.

The three means of relieving distress mentioned above will not be all that is necessary. A time will come, which it will be the duty of the civil officers to ascertain, when steps must be taken to save life in the towns and villages. It will then be desirable to divide the distressed villages into groups, each of which must be supervised by a European officer, and the circumstances of those wanting relief inquired into individually, and those who are unfit for work and for enclosed camps relieved in their houses. Among these people are gosha women and some few who will undoubtedly rather starve to death than work or seek relief. Civil officers can only manage this, but the District Officers' hands must be strengthened considerably to enable them to perform the duty satisfactorily. The village officers can point out cases of distress,

Lieut.-Col. Hasted—continued.

but ample European superintendence is necessary to prevent abuse. Relief should probably take the form of doles of grain, but I here speak without experience.

Surgeon McNally.

The strict duty of Government in a famine cannot be said to extend beyond the provision of accessible relief. It is not proper, in my opinion, to depute special officers to visit villages and houses in order to *urge* the people to accept the relief afforded; but, at the first alarm of famine, officers should be deputed to inspect villages in order to ascertain and report the amount and nature of the distress existing or likely to exist, and to impart to the people correct information regarding Government relief measures.

Rev. E. Chester.

(a).—Unless a systematic plan of visitation of villages, and in villages of houses where cases of distress are said by the village officers to be found is entered upon, it is extremely unlikely that the famine-stricken will know of the means of relief which Government is offering.

(b).—Special officers will be found necessary for other special famine duties, and to these can be given the general work of village visitation.

(i).—Nothing has caused more disinclination on the part of the people, as a whole, to leave their villages and go to relief-camps than caste or family prejudice. In many cases the persons seeking admission to relief-camps, under the pressure of actual starvation, have known that by once entering the camp and partaking of food there they would thereafter be treated as outcasts by their family. This is not because the relief-camps have not been properly conducted, or because special regard has not been paid to the caste feelings of the people, but because the prejudices of the mass of this people are so very strong in all questions pertaining to caste.

(j).—As far as I know of every relief-camp opened in the Madura District during the late famine, high castemen and women were employed to cook and bring water, separate sheds were given to high caste people and separate enclosures where they were given their meals, nor did I hear of any cases where there was, for any length of time, an insufficient allowance of food.

(k).—Already answered in (i), (j).

Rev. G. O. Newport.

In the case of healthy people the providing by Government of the necessary relief should be enough. If the proclamation of this fact be made in every village once a week for a month the Government will have done its duty. If people suffer after this they suffer justly. In the case of those who are so emaciated and debilitated that their life is in danger Government may need to make inquiries in each village periodically. The village officers might surely be trusted to report the existence of such persons to the higher authorities, especially if punishment were awarded for failure in this respect.

A non-official should be requested to visit villages unexpectedly and irregularly to detect such failure.

QUESTION 39.—Did you in the recent famine lay in any stores of Government grain for the purpose of feeding laborers or inmates of poor-houses? Was anything done to stimulate trade by offering advances of money or any kind of assistance or bonus to merchants? Did the Government purchase grain, import it, and sell it again to the general public with the object of keeping the local markets supplied? If any such measures were taken, state the circumstances under which the transactions occurred, the reasons which lead you and your superior officers to think them necessary, the manner in which grain was purchased and imported, the quantity, cost, and price at which it was disposed of, and the monetary gain or loss realised; or the nature of the advance or bonus given to traders: whether it checked private imports; also the general effect of the whole transaction. If you did not take any such step, do you now consider that it would have been better to do so? If you did it, or it was done, do you think any error was committed in so acting? And generally what are the conditions under which such measures are proper and necessary?

**Sir W. R. Robinson.**

My convictions on the matter of the Government importing food-grain largely during a famine period are expressed in a minute submitted to the Government of India, dated 8th November 1878, on the subject of a far too limited transaction entered into by the Government of Madras in October 1876, herewith confidentially submitted. I have no doubt that a very serious mistake was made in respect to the management of the late famine by the reversal of the policy acted on by the Government of India and Her Majesty's Government in respect to the importation of food-grain in 1873-74. The functions of Government in respect to averting starvation cannot be relegated to a local trading community and left to an impossible market—a market which cannot stoop to the platform of life in India with which a famine administration has most to do. The trade which can feed the classes who can pay must of course be briskly and earnestly encouraged—and it will not be discouraged by losing the nominal supply of a class that cannot buy its substitutes for their ordinary sustenance.

**Mr. Longley.**

No stores of Government grain were ever laid in for any purpose whatever in the Salem District.

No stimulus of any kind was offered to private trade in grain.

No purchases of grain were made by Government with the purpose of keeping the local market supplied. Private trade was *active* throughout.

I do not consider that under the circumstances of the activity in private trade it would have been advisable to do so.

*Vide* answer to Question 33, Section 2, Chapter III.

**Mr. McC. Webster.**

In this district stores of Government grain were not laid in generally. In July 1877, however, owing to the closing of the ports on the west coast by the south-west monsoon, it was anticipated that there would be a difficulty in importing sufficient rail-borne grain into the district from the eastward, and arrangements were made to import and store enough grain for one month's consumption of the relief-houses. One hundred and eighty tons of rice were thus stored and were used as occasion required.

Mr. McC. Webster—continued.

No advance of money or other kind of assistance was made to merchants in this district. I do not consider now that it would have been better if such had been done. The supply of grain, I consider, ought to be left entirely to private enterprise when it is sufficient. In this district I consider it quite sufficient. Government, in my opinion, should interfere only when private enterprise is not sufficient. In any other case they only disturb the ordinary course of trade. By making advances they increase the amount of money to be spent in buying grain, and thus increase the price of the grain when it really does not indicate deficiency of supply.

If private merchants unaided were insufficient to meet the demand then I consider it might be proper and necessary for Government to make advances with the view to encourage imports. It should be done, however, with care. It would generally, I consider, have a tendency to raise prices unnecessarily.

Mr. Price.

There was nothing of the kind in this district; grain was supplied, when required, for poor-houses. In Cuddapah a large quantity of rice was purchased and sent up by Government; I cannot remember the quantity. I believe it was something like 6,000 tons. This was stored as a reserve and was not, for a very considerable period, used either for coolies or poor-house inmates. The object of Government was, I believe, to have in hand in the most inaccessible and distressed portions of the district a stock of rice which would meet any sudden emergency, and it was accordingly not used, excepting once I believe when there was difficulty in regard to food for coolies on the works, until towards the close of the distress, when, to get rid of it, it was served out to the coolies on works, the paupers in poor-houses, in some few places to those on village relief and, still later on, it was sold by auction and retail at a slight reduction below the market-rate to the general public. The only inducement held out by Government to private traders was, I believe, their allowing them to cart grain to markets in the interior at contract transit rates, Government being at the time virtually in possession of nearly the whole of the disposable wheeled carriage of the Ceded Districts. I do not think that the merchants availed themselves, to any considerable extent, of the assistance offered. The larger men sold at the stations where there were railways, and left purchasers to carry away the grain for themselves, and the smaller merchants were imbued with the feeling, which was then very prevalent, that Government were importing the grain in order to swamp the traders and snatch away their profits. The Government sold their grain in order to get rid of it, as it was no longer required. The information as to prices, &c., I cannot furnish. My successor in Cuddapah will no doubt give these; I can however speak of the general effect of the transaction. I have no doubt that the simple fact of Government having stored such a large quantity of grain, as they did, at points distant from the rail, prevented the petty merchants running up prices much more than they would otherwise have done. At the same time the large importers would not bring rice into those parts of the country where Government had stores for, as they said, "we cannot tell what the next move of Government may be, when they may not change their policy, or when they may not suddenly determine to throw their rice into the market and swamp us." I consider that Government began to dispose of the rice too late. I would have done so earlier. I think that it was a mistake to hold so long as was done. I believe that the principle

Mr. Price—continued.

acted upon was right enough and that the measure had, generally speaking, a good effect. Had it not been for the knowledge amongst the traders that Government had a reserve of rice which, if the merchants ran prices up to extreme famine figures, would be used, I believe that rice would have sold for half a rupee, if not more, a local measure (132 tolaks). I cannot say whether, if I had to deal with another bad time, I would lay in a stock of rice. I was never asked for any opinion by Government and have never had time, since I began famine work, to think the subject over.

Mr. Grose.

The following purchases of grain were made in this district:—  
Paddy 110 tons at Rupees 8,851, rice 1,909 tons at Rupees 3,13,049, cholam 137 tons at Rupees 18,195. Besides this about 5,508 tons of rice, costing Rupees 6,89,416, were imported from Madras. The chief items of expenditure were—

	Tons.	Costing. RS.
Sent to taluks for relief purposes ... ..	1,976	3,29,862
Do. Cumbum in Kurnool ... ..	2,403	3,04,398
Delivered to Department of Public Works for use on their works ... ..	2,558	2,95,694
Sold by retail after the famine ... ..	572	64,055

At the beginning of the famine stocks on hand were believed to be small, partly because there had been bad seasons before, and partly because prices were so light that they seemed only accountable for on this hypothesis, and there was such a rapid export to the Ceded Districts that the then Collector was led to fear that an insufficient quantity would be left. Afterwards there was a scarcity in Kurnool, and Government caused grain to be landed in Nellore for that district, and there was an enormous number of workmen on the Buckingham Canal where the markets are few and small, and grain was required for them; and when the south-west monsoon failed, the stocks which had not been replenished having been further depleted, importation by sea having almost stopped because of the prevailing winds, whilst the relief-camps were filling rapidly, I considered it necessary to purchase rice for the camps. At this time, too, I expected scarcity of grain to be felt in several outlying portions of the district, but we were saved from this no doubt by unrecorded importations by road and canal.

No attempt was made to import rice for the sake of selling it at less than the market-rate, or to induce merchants to import by bonuses. High prices were a sufficient inducement to them as long as the weather, &c., was suitable for importation.

It is only when private importation is unequal or likely to be unequal to the supply of the people that Government should import, and even then they should not sell below the proper market-rate.

Mr. Crole.

Grain was at first purchased locally for the purpose of being distributed as wages. Subsequently this was stopped by Government and the grain thrown into the district was intended as a reserve to provide against a possible collapse of private trade. It has subsequently been nearly all got quit of without disturbing private trade, and has been used also for feeding inmates of camps.

Mr. Stokes.

One hundred tons of second-sort rice were stored at Periyakulam for the use of the relief-camp at that place. Nothing was done to stimulate trade.

Mr. J. G. Horsfall.

Grain was purchased in the local markets and delivered to the Public Works Department for the people employed under them. This was done to a very limited extent only.

*Clauses 2 and 3.*—No; Mr. Sewell gives the following account of the only instance that occurred in the Head Assistant's Division :—

At the beginning of the famine, when the prices became abnormally high, the lower orders in the towns became riotous, broke into grain-shops, and looted the merchants. They behaved in so threatening a manner that they prevented the merchants from sending their goods out of the town, because they had a foolish mistaken idea that the merchants were going to sell off all the grain in the town to other people and were not going to get in any on return. The mob therefore determined to prevent the exportation of grain thinking that they would then be well supplied. The great centres of trade about this part of the country are Ellore (Godavari), Bezwada, Masulipatam, and Jaggayyapet. In all these towns disturbances occurred. In Ellore and Masulipatam loots took place. In Bezwada and Jaggayyapet the merchants were threatened and dared not send loaded carts off the towns. This block lasted some weeks. In consequence of this the merchants in the villages had no means of restocking their small stores, and when their stock was sold shut up their shops. The villagers were for a few days in the greatest distress, and I met people constantly who held up to me silver coins and declared that they could not buy grain. This really was the case. Moreover, the ryots who had stores of grain of their own were so afraid of being looted that they absolutely refused to part with even a single seer fearing that in the excited condition of the populace the mere display of grain might lead to their whole stores being looted. This was no unfounded fear. At that time the country was in a ferment of terror at the prospect of the scarcity before them and of rage at the behaviour of the grain-owners in raising prices. This rapidly quieted and the prevailing tone throughout the famine has been one of silent despairing acquiescence in the decrees of fate. Then things were very different. General popular excitement was the characteristic of the time and loots of bazaars in the towns and dacoities on ryots' stores in the country absolutely locked up all the trade of the district, so that the people of the villages were starving with money in their hands. Just at this time I sent out all the Revenue Inspectors of my division with instructions to travel at once through all their villages and ascertain the stores of grain in each village within a week. The returns I received were so startling in their nature that I conceived it my duty to ask for a Government stock of grain to sell to the villagers at market-rates. All the markets opened again. The returns I received showed that there was only about three days' food-supply in the whole of the taluks. I did not give absolute credence to this, but I dared not treat the matter with contempt. I had received the information direct from the villages, and I could not myself say that it was positively false. I accordingly telegraphed to the Collector to send up grain from Masulipatam by canal. He did send up twenty candies which was sent on to Nandigama and put in charge of the Tahsildar. But it happened that simultaneously with the despatch of the grain from Masulipatam the Ellore market reopened and next the Bezwada market, and the village Banians who had been waiting in the bazaar trying in vain to induce the large merchants to give supplies found themselves in a position to obtain supplies.

**Mr. J. G. Horsfall**—continued.

They accordingly at once brought stocks of grain, and, with the utmost expedition, resorted to their own villages and sold it freely: consequently when the twenty carriages of grain reached Nandigama the village bazaars were again in full swing and the supply was not wanted. It was subsequently sold at the market-rates to the work-people employed on the Hyderabad road.

In another case the General Deputy Collector was authorized by the Hon'ble D. Arbuthnott to purchase 8,000 Rupees' worth of grain and forward it to Kurnool. The effect was that merchants learning this went in for heavy purchases themselves, and the prices rose tremendously in the course of a week.

It is only in a case like that instanced by Mr. Sewell that Government should go into the market at all.

**Mr. Austin.**

No stores of Government grain were laid in. No stimulus was given to trade, nor was it necessary.

No grain was imported by Government. It might perhaps have been advisable to have taken some steps in this direction in the very outlying villages, but even this is open to question. The famine here was one of money, *never of food*.

**Mr. Martin.**

There was no interference with the trade of the sort alluded to in this question, nor do I consider that it would have been better to have done so.

I communicated to the trade freely my ideas of what would be required in the way of supply for the markets, and I ascertained that they would appoint agents for the distant markets. The supply was managed satisfactorily, but occasionally caused me considerable anxiety.

If I had the establishment that I advocate to represent the exact state of the markets in time and to see that substantial traders actually brought a sufficient supply each market-day, I should have been happier, for I knew that the railway was bringing in nearly enough for current wants, and the stocks and imports by other routes formed an ample supplement to the railway supply.

**Mr. Lewis Moore.**

Government did not in the Trichinopoly District during the late famine lay in stores of grain for any purpose. I consider that it would most decidedly not have been advisable to do so. Trichinopoly is a district remarkably well provided with roads, and is also traversed by the South Indian Railway in two directions. Under these circumstances I think that it will be found that private trade will always be able to do all that the district will require in the way of procuring the required supply of grain, and that Government interference will never be found to be necessary.

**Mr. Fawcett.**

Stores of Government grain were laid in in this division for the purpose of feeding laborers and inmates of poor-houses.

None was stored up for any other purpose. No advances were made to merchants to stimulate trade.

The grain was all imported by my predecessor Mr. Farmer. The reason why it was imported was that there was no grain in the markets for the coolies to buy, and private trade was not sufficiently active to supply the deficiency.

Mr. Fawcett—continued.

The total quantity of grain imported into this division was 8,657 tons; of this 4,411 tons were got through the Government Agent, and the remainder, 4,246 tons, through local merchants on contract. The total cost of the grain imported was Rupees 13,54,714. Of the grain imported 6,635 tons were used on works and in poor-house, and 1,422 tons were sold for Rupees 1,30,976. The balance, 600 tons, was destroyed by damp or otherwise or stolen.

This importation only checked imports to this extent, that all the biggest of the local merchants had as much as they could do for some months to fulfil their contract with Government and had no time to import any grain on their own account.

On the whole I think importing grain in large quantities for the purpose of feeding people should never be resorted to except in places which, like this, are far from any market and where private trade cannot be depended on. Even here I think it a wasteful system, and consider that it would be a far better plan to enter into contracts with local merchants, giving them advances if necessary, for the supply of as much grain as was wanted at certain rates at certain places. This system, too, besides saving Government the risk of loss by theft or damage, would have the benefit of requiring no special establishment, whereas the grain establishment here cost Rupees 228 a month.

Mr. H. T. Ross.

In the recent famine 3,862 tons of grain were forwarded by Government (through their Grain Agent) to Penukonda Taluk, where also 167 tons locally purchased were stored. In Hindupur Taluk 1,008 tons locally purchased and in Madaksira Taluk 999 tons locally purchased were also stored. The origin of these transactions, as recorded in the orders of the Board of Revenue, of Government, and of Mr. Thornhill, to whom the grain operations in this district were at first entrusted, was (1), the resolution to pay grain-wages on works and to distribute grain to the recipients of gratuitous relief, and (2), the desirability of forming a small reserve in case of any temporary failure of supplies in the markets of a division so far from the railways as mine. For this latter purpose a comparatively small quantity, say, 500 tons, was sufficient, and the remainder of these large stores constituted the quantity which it was originally intended to expend in the feeding of laborers and those gratuitously relieved. Had this original intention been adhered to, the whole of the grain (barring a reserve of, say, 500 tons) would have been utilized during the famine, and the financial loss which has resulted from abandoning this original intention would never have occurred. But hardly had the stores been formed when the policy of paying grain wages was cancelled, the whole quantity supplied by Government was said to be a reserve, and the result was that, while lakhs of cash were being spent on the very purposes for which the grain was originally stored, an unnecessarily enormous reserve was lying useless in the local depôts. When the relief operations were practically over and Government considered it to be the right time to begin getting rid of these stores, viz., in December 1877, there were on hand 2,732 tons of grain to be sold; of this quantity 826 tons, which cost Rupees 1,14,054-5-5, have been sold up to 1st July 1878 for Rupees 98,139-6-7. There has thus been a monetary loss so far of Rupees 15,914-14-10 as the result of changing the whole store from its original character to that of a reserve, and of deferring the sales (when it had been determined not to distribute the grain in wages and rations) until so late a period as December 1877, against my most earnest representations based on a local

Mr. H. T. Ross—continued.

knowledge of the local markets. It is a moderate estimate that the transaction in these respects will cost the State at least a further half lakh of rupees before the remaining grain is disposed of, without taking into consideration the heavy expenses of keeping up stores and establishments over so long a period, all of which would have been avoided had the grain, as originally intended, been disbursed in wages and rations, or had the sales which I commenced on my own responsibility in June 1877 been continued instead of being stopped and deferred till the next December. On 5,000 bags which I then sold a monetary *gain* of Rupees 5,665 was realized, there was a keen demand and a real want of the grain by local merchants for the local markets, and it was unquestionably the time to begin selling with advantage to the people as well as to the Government. As regards the State, the general effect of the transaction, as it has been conducted here, has thus been to cause a heavy financial loss, owing (first) to the abandonment of the original object with which the grain was stored, and (second) to the deferring of the sales to a time when the grain was not wanted for the local markets and could not be disposed of except at a loss. As regards the people and the local private trade, the general effect of the transaction has been perfectly harmless, and it has not checked private imports in any way.

In making the local purchases here, advances of money were given to a few of the more respectable traders to bring in grain, at current market rates, to the local stores, but no bonus of any kind was given.

I do not think that any error was made in the original purchase of grain for distribution of grain-wages and rations instead of money payments, and it was a wise measure to establish a reserve in a division situated as this is, but this reserve need only have been a small one, and the fundamental error made was the conversion of the whole stock originally intended for distribution into an unnecessarily large reserve.

Mr. Weekes.

No. In the Madras Presidency I found some grain already stored in my division, but not a very large amount. No stimulus was given to trade except an advance to ensure regular purchases for camps. The Government did not import enough to enable them to sell to supply the markets. In Chumparun in 1874 I had an immense quantity of grain under my charge, but would not sell, and expended it all either on works in wages and gratuitous relief and for spinning and weaving (a small quantity) or in advances to ryots (the greater portion). In Madras fewer persons have land than in Bengal, and the laborer classes are more numerous. But the question applies to this famine. I may perhaps here mention, though it is not *à propos* of the question, that I believe such advances as I made to all the ryots of a village on their joint and several responsibility to an extent depending on each man's means and ability to repay is a first-rate plan to manage a famine. I believe all my advances were repaid, and collectively they were very large.

I am inclined to think that Government importation is more effectual than private, and, in a case like the Orissa famine, or in a case as would have been if famine had lasted longer in Madras, ought to be undertaken. Government can work as no individuals can, and there is the risk of empty trains starting on some days, and of partial distribution to favored places through combinations

**Mr. Weekes**—continued.

and intrigue. But there is great chance of waste and little definite knowledge to go upon. There are cases in which a railway worked night and day would be insufficient to carry enough food, and in such cases private importation would be not to be thought of.

**Lieutenant-Colonel Bartleman.**

Government stores for feeding inmates of poor-houses in this taluk were purchased locally, though I think it would have had a good effect had it been imported, as it would have shown the local traders that we were independent of their wares; but as it was, they knew we must either buy our stores from them or do without, and, consequently, asked any price they liked and kept the rates high; and, besides, I have no doubt they purchased and stored large quantities of grain in anticipation that the distress would continue or increase, and then sold them at famine prices.

**Mr. E. W. Shaw.**

No stores of Government grain were laid in that I am aware of, and I did not hear of anything being done to stimulate trade by offering advances of money, &c.

**Mr. Oldham.**

I took none of the measures referred to in this paragraph last year. I objected to Government grain being sent to me. I do not now consider that it would have been better to have adopted any of these measures, or even to have received Government grain already purchased.

Generally the conditions under which such measures are necessary depend on the accessibility or isolation of the tract to be provided for.

For Orissa in 1866 such measures were indubitably necessary; or, to take a disputed instance, I believe that they were necessary for the sub-Himalayan tracts of North Behar in 1874, but not for the southern parts, nor for any part of South Behar.

**Mr. Cook.**

During the famine I had no stores of Government grain for feeding laborers or inmates of poor-houses. The supplies for the poor-houses were made by contract, which was put up to open competition. No advances, assistance or bonus was made to the merchants, nor did Government purchase, import, or sell grain in this taluk. None of the above was at all necessary in this taluk, for the merchants were very enterprising.

**Lieutenant Henderson.**

Grain was landed and stored along the line of the Buckingham Canal as a reserve for feeding laborers when local trade broke down.

Nothing was done to stimulate trade; the provision of escorts and guards and the improvement of means of communication might do much.

I think that reserves of grain are absolutely necessary in some localities, but they should only be drawn on when local traders refuse to sell at any price however exorbitant.

**Captain Awdry.**

No stores of grain were laid in for the relief-works; a small stock was laid in for camps, but it was found that trade could supply all the requirements, and the stock was used up on works.

**Captain Awdry**—continued.

I think, as a precautionary measure, small Government stocks should be obtained unless trade has very clearly proved itself equal to the task of supplying all that is necessary.

**Hurry Row.**

To meet emergencies Government should have stores of grain, but it should be never sold to interfere with an honest market, but to put down malicious and cruel combination or monopoly of bad grain-dealers.

**QUESTION 40.**—Do you consider that the events of the last famine have shown that the system of civil administration in your district is strong enough to bear the unusual strain laid upon it, or that any defects have been discovered which might be obviated? Is the area of your district too large for one man to supervise, or of a convenient size? Are your official relations with the officers of the Public Works Department in your district such as are most conducive to the carrying on of relief-work? What staff of Civil Officers have you to carry out your orders, and what duties and responsibilities attach to each? Is that staff of the proper strength and organised in the best possible way, or can you suggest any improvements? Have your Native subordinates as a class shown energy, capacity, humanity, and physical activity in carrying out relief measures, or have they been wanting in these qualities? Give a general outline of the manner in which the relief operations in your district were conducted. To what extent did your control go, to what extent was there local independence of action? How was the chain of responsibility maintained between the superior and subordinate officers? How far were you yourself controlled in the relief administration, and how far left to act on your own discretion?

**Sir W. R. Robinson.**

The civil administration of every district needs that liberal strengthening and expansion on the occurrence of a famine which has to be allowed, for the ordinary peace establishment of the country will not bear the strain of the campaign. The occurrence of a very severe famine once in a generation is no reason for extensive change in the civil administration of the country, which is fairly adapted to the occurrences—famine included—of the time. Some of our districts will however be better of sub-division for general improved administration. The point, however, to which the attention of the Commission must I think be directed is the constitution of this accession of strength, and here I am satisfied that the policy which has characterised the management of the South Indian Famine of 1877-78 requires very careful examination before it is accepted as a precedent for the future.

What I recommend is material accession of strength in the villages and minor tracts of country with a view to enlisting the services of the educated, intelligent and well-to-do residents in guardianship—so far as may be—of their poor, and in aid (Police, relief, shelter on works, &c.) of the State within these manageable localities. No large cost would be incurred. Taluk establishments require strengthening in view to inspection of villages and other relief measures—the disposal of criminal cases, &c., &c. And here I would not confine the accession to what I may call the rank and file of the Native local bureau. I would employ almost exclusively Native agency of good rank on inspection duties. Good and trustworthy inspection may be sparser and will be less expensive, and probably on the whole equally effective with that of young civilians and soldiers and casual European agency brought together from all parts of India and thrown amongst a people of whose language

Sir W. R. Robinson—continued.

and manners many of them may be utterly ignorant—young men, whose sympathies—whatever the ability, energy and zeal may be—it requires time to evoke.

I hold \* that Municipal Commissioners and Local Fund Boards—more especially in respect to their Native element—should be largely consulted in respect to relief operations of all kinds—selection of works, &c., &c., within the range of their responsibilities; and should be entrusted with much of the administration of gratuitous relief under careful supervision. In this respect the administration of the late famine has been reprehensibly defective in my judgment. I am aware that instances of misfeasance and neglect can be heaped up against the lower Native agency to whom the detail of administration has after all to be left; but this want of integrity lies mainly, I believe, in the fact that an alien superior bureau is necessarily thrown for its aid in administration on the lower orders of the people, who naturally show more wit than moral tone under such supervision. But I am not prepared to abandon hope that Native agency, well managed, would on the whole come well up to the mark of what the management of their poor requires in this country. My belief is that centralised alien bureaucratic administration of famine is never likely to be more successful in saving life, &c., in India than a similar direction of Poor Law administration would prove in England.

The District Covenanted administration must be so strengthened as to enable its head and superior Divisional Officer really to direct the administration without becoming personally managers of camps, &c., and practically famine relief officers, or being obliged to “let things slide” as occurred in Bellary and for a time elsewhere.

As already noticed I do not consider the relations between the civil administration of a district and the Department of Public Works well adjusted under the circumstances that have existed up to this time; and the famine disclosed much weakness and want of rapport. I fail to see how the recent reorganization will mend matters traversing as it does more largely than has obtained for some years a district administration in this department. I refer to two minutes recently written on the subject, dated 17th July and 14th September, respectively.

Mr. Longley.

The events of the last famine have shown that it would be advisable to divide the area now allotted to the supervision of one Collector.

Eight thousand (8,000) square miles is too large an extent for one man properly to supervise, and in times of *pressure* like the famine the strain was too great. With the district divided into two, you will have a *responsible* man with an effective establishment in charge of a manageable area, which I do not consider the present extent to be.

I am very strongly of opinion (*vide* answers to Section I) that in all matters of labor, relief administration, *e.g.*, the selection of persons for relief-works, the hutting and general arrangement of labor-camps, the transferring of coolies from one work to the other, the arrangement and carrying out of tests, and the system of paying the coolies, the Public Works Officers from the District Engineer downwards should be completely subordinate to the Collector.

\* See my minute of inspection of Salem, dated May 1877, for observations on neglect to utilize even the Local Fund Dispensaries during the late famine.

Mr. Longley—continued.

Had this been the case during the late famine, I consider the relations between the Public Works Department and the Revenue officers would have been more harmonious. On all professional points I would, of course, not allow any interference from the Revenue officer. The relations between the Public Works officers and the Revenue officers in Salem have not been harmonious, the Engineers, as a rule, looking upon their department as entirely a separate one, and not part of the district machinery of which the Collector should be the sole controlling power. There is too much tendency in this department to the "*imperium in imperio*."

As regards the staff of civil officers in Salem, there are at present—

- (1.) Covenanted Sub-Collector and Joint Magistrate in original revenue and magisterial charge of three taluks.
- (2.) One Covenanted Head Assistant Collector and Magistrate in original revenue and magisterial charge of two taluks.
- (3.) One Uncovenanted (Native) Deputy Collector and Magistrate in original revenue and magisterial charge of two taluks.
- (4.) One European Covenanted Assistant Collector.
- (5.) One Native Covenanted Assistant Collector (removed).
- (6.) One Uncovenanted European Assistant in charge of the Huzur Treasury.

I cannot suggest any improvement in the staff or organization of my Divisional Officers.

The Native subordinates have, as a rule, been capable and energetic and physically active in carrying out relief measures. Among the village officers (Munsifs) it has been observed that *caste* prejudices have occasionally interfered with the exhibition of humanity, *e.g.*, a Brahmin Munsif hesitating or neglecting to relieve a starving Pariah because he was a Pariah. This however was quite the exception.

The Salem District has an area of 8,000 square miles with a population of close upon two millions. The Oosoor Taluk is on the Mysore plateau, and the other taluks slope down from this to the level of the plains below; *Vide map accompanying.* Oosoor, Dharmapuri and Krishnagiri lie high and dry, and these with Utankarai, Trichengode, portions of Salem and Namkal Taluks were the most famine-stricken parts of the district. In these taluks there was no dry cultivation whatever, and the crops raised under wells scanty.

Relief-works under the direction of the Collector and his subordinates assisted by the Public Works staff and Local Fund staff of the district were commenced in October 1876, and up to September 1877 (when all labor relief was handed over entirely to the Professional Agency) the following works were carried out:—Upwards of 1,000 public wells and drinking ponds were deepened and improved, 650 tanks were put into thorough repair, 230 miles of new road constructed, 80 cart-tracks leading to villages opened out and widened, and 1,300 miscellaneous improvements effected in villages. These works employed  $2\frac{1}{2}$  per cent. of the population at a cost of ten lakhs from October 1876 to September 1877. The works under Revenue Agency having come to an end, it became necessary to devise some large works to be carried out by the Public Works Department, when the following large irrigation works (which, if completed, will be of permanent

Mr. Longley—continued.

benefit to the country) were put in hand between September 1877 and the close of the year :—

Marandahalli	...	...	...	...	Dharampuri.
Baroor	}	...	...	...	Krishnagiri.
Pennagoondapuram					
Veniar	...	...	...	...	Utankarai.

For the southern taluks work on the Imperial lines of road was provided, and for the weakly on Civil Agency works breaking and stacking metal was continued.

Tests were applied, and the relief policy laid down in G.O., 24th September, No. 2,847, rigidly carried out. So much for relief by labor. Gratuitous relief in the form of *closed camps*, of which there were 13; open relief kitchens, of which there were 228; and relief by money-dole to the destitute, bed and house-ridden, and goshas in equivalent to the value of 1 lb. of rice for an adult and  $\frac{1}{2}$  lb. of rice for a child per diem was commenced in January 1877 and continued up to September 1877, when there were 10 per cent. of the population on gratuitous relief. The open kitchens were abolished, and under G.O. of 24th September relief was only given in closed camps and in money-dole in villages. The cost of gratuitous relief from January 1877 was eight lakhs.

My control as head of the district extended over the whole district, and I was perfectly independent in carrying out famine operations which had received the sanction of the Board of Revenue and Government. Each Divisional Officer was held responsible for carrying out the orders received from me as head in their entirety, and the Tahsildars were in the same manner held responsible to their Divisional Officers.

Mr. McC. Webster.

The events of the last famine have shown that the civil administrative staff of the district is not strong enough to bear the unusual strain put on it. It is not strong enough to get through work promptly and *carefully* in ordinary years. It was fixed at a time when there were no Municipalities, Local Fund Boards, Codes; when the administration was more simple and there was no great demand for statistics. The legislation of the last twenty years, and the greater amount of correspondence, preparation of accounts and statistics, &c., required under present circumstances, has necessitated a far greater amount of office-work than was contemplated when the establishments were fixed, so that they are not in ordinary years equal to the work demanded of them. Moreover, the superior officers and Tahsildars are kept more at office-work than formerly. In a year of calamity like the last, when out-door work was required, the existing establishments were quite unequal to the strain and had to be largely increased. The area of this district is not too large for one man to supervise, provided he has assistants, but some of the divisions are too large. The relations between the officers of the Revenue and Public Works Departments are excellent, and there is no friction in carrying on relief-works.

*Give a brief outline of relief operations in your district.*

I forward a copy of a memorandum by Mr. Wedderburn, the late Collector, who was in the district from the commencement until the first decline of the famine, on the famine administration of the district (*vide* Appendix).

*To what extent did your control go, to what extent was there local independence of action?*

Mr. McC. Webster—continued.

The admission of coolies to famine works and people to gratuitous relief was left to the discretion of the local officers, such as Tahsildars, Deputy Tahsildars, &c., who were responsible that no fit objects of relief were unrelieved. Police officers sent wanderers to camps. The admission of people to money-dole was originally left to the discretion of Tahsildars, Deputy Tahsildars, and Division Officers, and special Taluk Officers after their arrival. All the proceedings of the Tahsildars and other officers named above were subject to the Division Officer's control. The Collector's control consisted in the sanctioning and direction of works, supervising by frequent tours of inspection the action of his subordinates. The establishment of new relief-houses or camps or hospitals required the sanction of the Collector.

*How was the chain of responsibility maintained between the Superior and Subordinate Officers?*

The officials charged with the immediate execution of works or supervision of gratuitous relief were responsible to the Tahsildars and Division Officers that the expenditure was properly incurred. The latter, *i.e.*, the Tahsildars and Division Officers by constant inspections, by examination of nominal rolls of coolies and accounts of gratuitous relief expenditure, controlled the action of the subordinates and were responsible to the Collector who made frequent inspections. After the receipt of G.O. of 24th September 1877, all connection of Revenue officers with works gradually ceased, and special Relief Officers were appointed for the supervision of gratuitous relief. Their control went only so far as the admission of people to camps and issuing instructions for their efficient management were concerned. The expenditure, however, was in the hands of the Tahsildars who carried out the orders of the Relief Officers, who reported their action for the Collector's approval. The expenditure was accounted for to the Division Officers by the Tahsildars to whom monthly bills with vouchers in support of expenditure were submitted. In the Division Offices the bills were checked by special auditors, and these bills were submitted to the Collector by whom they were forwarded to the Accountant-General. Special Famine Officers were responsible to the Collector for the efficient management of camps and money-dole expenditure in their respective ranges.

*How far you yourself controlled in the relief administration and how far left to act on your own discretion?*

The selection of tracts for relief operations and of special works for the employment of people rested, at the commencement of the famine, with the Collector who was allowed a discretion of sanctioning any relief-works not costing more than Rupees 2,000 each, a list of which was periodically sent for the approval of Government. The maximum has since been reduced to Rupees 200, the sanction of Government having to be obtained in the case of all other works before they are commenced.

Mr. J. G. Horsfall.

Assistance was needed to meet this strain upon the administration. More European supervision is needed.

The district might beneficially be reduced in extent. It is too large for a single officer to control effectively in such times.

*Clause 2.*—I think it is too large.

*Clause 3.*—There was, I believe, perfect concord and unity of action between the Revenue and Public Works Departments in this district.

Mr. J. G. Horsfall—continued.

*Clause 4.*—The district staff of Revenue officers consists of the Collector with general charge of the district; the Sub Collector, Head Assistant Collector, General Deputy Collector, and temporary Deputy Collector, each in charge of a division and in a measure responsible for it, but subject to the general control of the Collector.

The divisions generally are too large for thorough supervision and control by a single officer. Thus the Sub Collector has four taluks, an extent equal, I believe, to an ordinary district in Bengal. Two taluks are sufficient for a single officer.

*Clause 6.*—I was not in the district and must therefore leave the remainder of this question unanswered. I may, however, state that Kanchi Subbarow, in whose division pressure was most felt, worked well and satisfactorily, and that he reports favorably of his subordinates.

Mr. Price.

In Cuddapah the system of civil administration *most* certainly was not strong enough to bear the strain brought upon it, and I believe that this was the case everywhere. European officers worked with a will, and it was not for want of exertion on their part that things went wrong. The chief defects were the immense areas and the multifarious duties which the Collector and Divisional Officers had to perform. The Cuddapah District is over 8,000 square miles in extent; about half of this is under the Sub Collector. The permanent Revenue staff is one Collector and District Magistrate, one Sub Collector and Joint Magistrate, one Head Assistant Collector and Magistrate, one Assistant Collector and Magistrate, one General Charge Deputy Collector, one Treasury Deputy Collector. Each of the eleven taluks into which the district is divided is under a Tahsildar who is, or ought to be, a kind of minor Collector, and who is further a third or second class Magistrate, and there is a Sheristadar in each taluk who is really a superior Head Accountant, with third-class Magistrate powers, but who, under existing orders, should do as little criminal work as possible.

This was the staff which was in the district when the famine fell upon it; there was however no Assistant Collector, his place being filled by a Native temporary Deputy Collector. The first defect found was that when the Collector or a Divisional Officer was away at the point A trying to put things right, something at the point B, some fifty or sixty miles off, would turn up, calling for his immediate presence. He would hardly get to B, when something would occur at C, and he would have to start off for that place forthwith. There was never time to put things into order. As for giving any, but one or two Tahsildars, instructions and relying upon their carrying them out, it was out of the question. The next defect was that crime increased and filled the Jails and Police lock-ups. It was impossible for the Magistrates to, in their Revenue capacity, look after the famine, scamper over the country, and try prisoners too. The next defect was that there was no sufficient staff to look after or organize works. Reports and returns had to be sent in and the work of the district carried on somehow. Works consequently had to pass a good deal into the hands of underlings, and suffered accordingly.

The next defect was that when it was considered necessary, in order to relieve officers, to appoint Special Native Magistrates, &c.,

Mr. Price—continued.

we had, as a rule, nothing but a very inferior class of men to put in. The remedy for all the defects mentioned, excepting the last, is to strengthen establishments. Those which we now have are spread over enormous areas and are barely sufficient to work the districts in times of prosperity. The moment any pressure comes they must fail. I would suggest, as an improvement, that every Collector should have a Deputy Collector and first-class Magistrate as his Personal Assistant (the Treasury Deputy Collector is said to be this, but he is not; he is merely the Accountant-General of the district), and that this officer should not be moved about in the way in which they, for some years past, have been. I would give the Sub Collector an Assistant, or Deputy Collector, to help him. I would increase the number of Deputy Tahsildars and so decrease the work of the Tahsildars. The number of statements, returns, and reports called for now-a-days is far more numerous than it used to be even when I first entered the service, and officers from the Collector downwards are from sheer necessity degenerating into deskmen. As regards the last defect alluded to, I would propose improving matters by giving better pay and turning out of the service men who are really perfectly useless. The grades through which men ought to work up to a Deputy Collectorate are first, Revenue Inspector (which is higher than that of any one on the taluk establishment of lower rank than the Taluk Sheristadar, and which is supposed and ought to give very considerable revenue experience); second, Taluk Sheristadar; third, Deputy Tahsildar; fourth, Tahsildar. But the pay of the Revenue Inspectors is too low. The three grades are paid Rupees 30, 25, and 20. The last-named salary is that of the first two gumastahs of a Taluk Cutcherry. The consequence is that, as the life is rough and involves much moving about for which no travelling allowance is given, the post, instead of being coveted, is anything but. A good man in the Huzur knows that he has a better chance of getting better pay if he remains where he is, and he remains on if he can even at the sacrifice of pay, and an incapable or some man whom his Native or European superior wishes to get out of the office becomes very frequently a Revenue Inspector. I would increase the pay of the Revenue Inspectors to Rupees 30, 40 and 50, and make them pass, for first class, the Revenue Test, Lower Grade, and, before being qualified for promotion to Taluk Sheristadar (on Rupees 60), pass the test Criminal, Lower Grade. Where men were certain that getting into this class of what ought to be very useful public servants would, with common industry and honesty, lead to advancement, we should, I feel assured, get a better style of subordinates and on an emergency have men upon whom we could depend, instead, as was as a rule the case, of a parcel of effete old men. Had there been efficient subordinates available during the famine, a host of blunders and losses and quires of paper would have been saved. The only district in which I have been, which is small enough for one man to supervise, is this (Chingleput), which is the smallest, excepting the Nilgiris, in the Presidency. It is some 2,600 square miles in extent, which is somewhat less than one-third of the area of my last district (Cuddapah) and less than one-fourth of the area of that in which I was before (Bellary). I have not been in this district long enough to be able to form an opinion as to the official relations between the Public Works Department and Civil Department. They vary in every district in which I have been, but they are generally not of a cordial character. In Cuddapah I certainly did not, for a long while and until the matter was prominently brought to the notice of Government, have

Mr. Price—continued.

any help from the Public Works Department head of the district. He would neither take over works himself (this was before September 1877), nor would he advise, inspect, or make his officers inspect those which we had in hand. As matters now stand we are perfectly powerless. We can ask for advice, plans and estimates, and that is all. I do not think that, as a rule, the officers of the Public Works Department care to talk over matters with the Civil Officers. This is natural enough as they are professional and we are not. I certainly would not care to be troubled with the views of an Engineer on Revenue matters.

The staff of this district is as follows:—

Collector and Magistrate.

Sub Collector and Joint Magistrate.

Assistant Collector and Magistrate.

General Charge Deputy Collector and Magistrate.

Treasury Deputy Collector.

Collector's Sheristadar.

Six Tahsildars, six Taluk Sheristadars, six Deputy Tahsildars, including one Town Magistrate for Conjeveram, and a staff consisting of clerks at head-quarters in the Sub and General Deputy Collectors' offices, three Revenue Inspectors and nine Gumastahs in each taluk, and two in each Deputy Tahsildar's office.

The Sub Collector has Revenue and Magisterial charge, both original and appellate, of three taluks. He has to try all first-class Magistrate's cases occurring in these, to supervise the working of his Tahsildars, to dispose of appeals from their orders, and of their reports to him. He has, besides this, to perform the business devolving upon the Vice-President of the Local Fund Circle of Chingleput. He has once a year to make the annual settlement of at least two taluks. The General Deputy Collector has the same powers and duties in the two taluks of which he is in charge as the Sub Collector has in his. He has however no Local Fund work.

The Assistant Collector if passed, which he most frequently is not, has generally the immediate charge of the Collector's taluk, signs letters, does miscellaneous work for the Collector, and takes magisterial work and suits under Act VIII of 1865.

The Treasury Deputy Collector is mainly in charge of the treasury and accounts, and he ought properly to do nothing else. He is supposed to be in charge of the Press and English records, to prepare drafts of reports of various kinds, and to supervise the whole of the English and Account branches of the office, but he rarely does this. Here I found the Press so badly managed and the accounts so much delayed that I took it from the Deputy Collector and made it over to the Assistant.

The Collector's Sheristadar is the head of the Vernacular Department, drafts letters and reports on matters more difficult than those of ordinary routine and orders on vernacular papers which may be referred to him, manages abkari correspondence, has statements for the Board prepared, and is really much more the Collector's Personal Assistant than is the Treasury Deputy Collector. He has, at the annual settlement, to go over all the accounts and make the necessary preparations for the settlement, to read all papers brought for disposal at that time, and to lay them before the Collector for orders.

Mr. Price—continued.

He has also to examine all periodical statements regarding the collection of revenue, &c., sent in by Tahsildars and Divisional Officers. The Tahsildars have to supervise the collection of land-revenue, to dispose of applications for lands for cultivation, to move about and examine cultivation, dispose of reports from Village Officers and Revenue Inspectors, try magisterial cases, which are generally very numerous, reply to references from, and supply information to, their superiors, and to perform a mass of miscellaneous work which it is impossible to enumerate. A Tahsildar who does his business conscientiously has enough to keep him going from morning until night, and then he cannot, unless he is a very good workman, get through all that he has to do. The Taluk Sheristadar's business is mainly to look to the accounts and prepare the periodical returns. He assists the Tahsildar in magisterial work of a simple nature, and, where he does his duty, he has quite enough to perform.

The Deputy Tahsildars have, in a minor degree, the same work as a Tahsildar, but they have no treasuries, and their responsibilities are not so great; they have a good deal of magisterial work. The Revenue Inspectors are supposed to be constantly on the move, to check and examine the cultivation in the villages in their respective ranges, to check the Curnam's accounts and inspect shavi (withered crop), see that the collections are regularly and properly made, bring to the notice of the Tahsildar any matter appearing to call for attention, conduct sales for arrears of rent and revenue, report upon such cases as are referred to them by the Tahsildars, and to do much miscellaneous work. They have no original authority and can themselves decide no case. If the pay and the class of men were improved, they might have power in petty matters and decide others of moderate importance, subject to appeal to the Tahsildar, who, with this authority, would be acquiring experience of a duty which he would be called upon to perform when a Deputy Collector. I think that if the Assistant Collector was not always being changed (I have had three since March), the present superior staff is, as regards Chingleput, sufficient. The organization appears to me to be good enough. I could not suggest a better, but I would increase the number of Revenue Inspectors from three per taluk to four (Conjeveram alone has that number), and to get a better style of man, I would increase the pay of the Head Gumastah of each taluk from 20 Rupees to 30. He has very many responsibilities and is hard worked. The strength of the taluk establishment is not sufficient to carry on work rapidly. There ought to be another man in each office. As a class I do not think that the Native subordinates came out well during the famine. There were, of course, some honorable exceptions of men who worked in a very satisfactory way, but they were few in number and were under European officers. The remainder required constant driving and, in some cases, showed the utmost indifference for the sufferings of those around them and utter disregard for the responsibilities of their position. My deliberate opinion, after experiment, is that no Native can be trusted in a position of command during a famine. They want, if honest, decision, firmness, and energy; they in adverse circumstances lose heart and head, and, if dishonest, their sole idea is to make money out of the event. As subordinates and where they have had good men to lead, some Natives who were under me did right well, but as I have said they were few; I could count them on my fingers.

The mode in which relief operations were conducted in the Cuddapah District was as follows. There are eleven taluks. Of

Mr. Price—continued.

these, four were under the Sub Collector, two under the Head Assistant, one under the Special Assistant Collector, one under a Special Deputy Collector, who was an European Deputy Director of Revenue Settlement, two under a Special Civilian from Bengal, who, for part of the time, held the remaining taluk which was, however, on my getting a fuller staff, placed under another special officer. For a portion of the time one taluk was under one Native Deputy Collector, and two were under another, but matters went on so badly that I had to put their charges under European officers as soon as I got them, and give the Natives magisterial and revenue work alone.

Each of the officers specified was a Divisional Officer and was in direct communication with me. He was, until the Department of Public Works took over the works, in charge of them and of gratuitous relief of all kinds. He was directed in his operations by general orders from me, and these he had to carry out. With matters of petty detail I did not interfere.

I myself took no immediate charge, but moved constantly about, inspecting and consulting and putting right, as far as I could, what was or seemed to me wrong. I invited suggestions from my subordinates, and, where these appeared to be good, acted upon them.

The schemes for village relief, poor-houses and works were all on one plan, and the instructions regarding them were issued by me. I allowed officers, on reference to me, to make modifications where local or other circumstances rendered it advisable, but not without first obtaining my consent. I did not allow any work, except of a petty nature, to be taken up without first consulting me.

I interfered with no officer's movements and left him as much as possible to go where he thought that he was the most needed, and where he could make any arrangement with the Department of Public Works officers to carry on or overlook relief-works in his charge, I allowed it to be done without reference. I did not have anything to do with any minor appointments; I merely required my sanction for the appointment of Superintendents on works.

The Tahsildars assisted the Divisional Officers, who had subsequently the Special Relief Officers under their orders to inspect, check accounts, pay on the works, &c. Each Divisional Officer was responsible for the accounts of his division, and was supposed to send them in every week to headquarters, but notwithstanding constant pushing many delayed very much. The chain of responsibility was maintained by Divisional Officers being in constant correspondence with those under them by frequent inspection, weekly statements and monthly reports, and by the initiation of any important change or measure without previous sanction being forbidden. My orders were, however, that every officer must in an emergency act at once as he thought best and report afterwards.

I was at first controlled a good deal in matters of detail, but afterwards I was able to do very much what I thought best, there being general principles laid down for my guidance. I had to make constant reports to the Board and afterwards to Government; where I thought it necessary I acted at once and reported what I had done, and when I wished to make any considerable change I wrote and obtained orders. I might reduce or add to numbers, move one officer from one part of the district to another, put him on what duty I thought fit, order any particular form of accounts, statements, or returns other than those required by the Board or Government, close a work, and so on; but I could not alter scales

Mr. Price—continued.

of wages, direct a work costing more than 2,000 Rupees, or without an estimate to be taken in hand, alter certain forms of relief, order tools and plant, &c., without permission. I might dismiss, without reference, any Famine Officer, not permanently in the service of Government, but I could not appoint those of superior rank. I am bound to say that all through I had but little to complain of in regard to interference by higher authority; there were some points in connection with orders which I received in which I did not agree, but it was my duty to obey instructions and I did so, remonstrating where I thought I justly could.

Mr. Grose.

The civil administration of the district is not strong enough to bear the unusual strain of a famine. I had an Additional Sub Collector and two Additional Assistant Collectors at the beginning of the famine, and this was sufficient, except so far as works, which wanted professional supervision, were concerned, till the time came when the famine was at its worst, and then more European supervision was badly wanted, especially for gratuitous relief. We got it afterwards, but the Bengal Famine Officers did not come till the hardest strain had passed.

The area of the district is large, 8,402 square miles. It is too large for a Collector to be well acquainted with every part of it, but the Sub Collector is almost a Collector, and is intended to be so. Comparatively few things that go on in the sub-division come to the Collector's notice, and I do not think it necessary they should. The work in ordinary times, though sufficient, is not oppressive.

The Sub Collector is the Collector and Magistrate of the Zemindari Divisions of Podile and Darsi, and the taluks of Ongole, Kundukur, and Kanigiri. Within this tract he exercises the same powers as a Collector and District Magistrate, but he is subject to the Collector's general control, and has to refer to him all points not previously decided or connected with the appointment, dismissal, or punishment of the Sub-division Sheristadar or the Tahsildars of his taluks. There is a Head Assistant Collector who is also a 1st-class Magistrate, and has the whole charge of three taluks, viz., Kavali, Udiagherri, and Atmakur, and magisterial charge of the portion of the Nellore Taluk, north of the Pennar river. There is a Deputy Collector, who is also a 1st-class Magistrate, and has the whole charge of the Zemindari Divisions of Polur and Vencatagherri and the taluk of Rapur, and magisterial charge of Gudur. The Head Assistant Collector and the Deputy Collector are experienced officers, but are completely under the Collector's control. There is an Assistant Collector who is a 3rd-class Magistrate, and who assists the Collector, but he cannot be put into direct charge of any portion of the district, or made of much use in any way until he passes certain examinations. Thus the Collector has revenue charge of Nellore and Gudur and the magisterial charge of the part of Nellore south of the river which includes the town. There is a Treasury Deputy Collector who acts as a Personal Assistant to the Collector, and conducts the transactions of the treasury. This staff is of sufficient strength for ordinary times, and the only improvement I can suggest is an exchange of divisions between the Head Assistant Collector and the Deputy Collector.

My official relations with the Department of Public Works officers have been unexceptionally good.

Mr. Grose—continued.

Most of the higher Native subordinates, such as Tahsildars and Deputy Tahsildars, showed a fair amount of energy, capacity, humanity, and physical activity during the famine; but nearly all the underlings took tribute from the relief money which passed through their hands, and did nothing more in the struggle than they were distinctly told to do. The management of works and camps by Native Revenue officers was, however, seldom good. In the one case they were without professional knowledge; in the other they were wanting in habits of compelling cleanliness and discipline, and perhaps in the courage to act outside the law where that was necessary.

Every week reports were submitted to me from all Tahsildars and Deputy Tahsildars regarding the state of the season and prices. From time to time reports came from Divisional Officers to the effect that relief-works or camps were wanted here or there. If the reasons for the works were good, I either sanctioned them or submitted them to higher authority according to their probable cost. With regard to relief-camps, the want of administrative and medical supervision pressed at once, and I had to decide that, as a rule, there should be but one camp in a taluk, though in exceptional cases there might be two. The sites were then fixed by Divisional Officers in communication with me. I and each Divisional Officer received weekly reports from the Village Inspectors and passed the necessary orders thereon. When a work had been sanctioned, the Divisional Officer arranged how it should be carried out till the Department of Public Works took charge. Weekly reports came to me from all relief-works and relief-camps, and enabled me to secure uniformity. With regard to both works and camps rules were issued by me and by higher authority from time to time as to points in which uniformity was necessary, and so long as those rules were observed Divisional Officers were independent.

Similarly certain rules which will be found in orders of the Board and Government were binding on me, but the discretion allowed was sufficient.

Mr. Pennington.

It did not require a famine to show that the system of civil administration in a litigious and prosperous district like this is not strong enough. The famine merely substituted one form of work for another, increasing, of course, the anxiety and worry of it; but it is notorious that most of the Madras districts are not fairly manageable. It has been my good fortune to spend the greater part of my service under two especially energetic Collectors, and yet with the very greatest respect for their devotion and earnestness I have no hesitation in saying that they were quite incapable of getting through much more than half of the real work of supervision which it is so essential a Collector should attend to himself. Both of them unavoidably neglected many branches of the administration almost entirely; and yet it is, in my opinion, extremely improbable that any ordinary Collector will surpass either of them in assiduity. The area of this district is certainly too large to be worked effectually, but the same area in another part of the country might be an easy charge; and it is very difficult to suggest a remedy for the defects in the administration. An increase in the number of Divisional Officers would be an improvement, as they are often overwhelmed with details when they make any real attempt to administer their divisions thoroughly, but that would not materially relieve the Collector; and on the whole there seems to be nothing for it but to reduce the size of our districts

Mr. Pennington—continued.

and increase the number of the Collectors. It should be remembered that what was a fair-enough charge for a man when the population was half what is now, and when the problems of administration were less complex and the demands of Government much less urgent, is now not unreasonably found to be more than can be borne without an undue strain on the mental and bodily powers of ordinary men; and the result, it is to be feared, often is that much of that part of the business of the district as to which there are no returns and no reports is neglected from sheer want of energy on the part of its ostensible head. There is nothing in my relations with the Department of Public Works which need necessarily interfere with the carrying out of relief-works. The present staff of this district consists of a Sub-Collector having charge of two large and important taluks, a Head Assistant Collec-

	Square Miles.	Population.
Sub-Collector ...	1,697 $\frac{3}{4}$	548,757
Head Assistant Collector ...	1,231 $\frac{1}{4}$	459,899
General Charge Dy. Collector.	1,010 $\frac{3}{4}$	347,252
Assistant or Dy. Collector ...	882 $\frac{3}{4}$	338,021
Total ...	4,822 $\frac{1}{2}$	1,693,959

tor with three (either of which divisions are, in my opinion, more than any one man can administer *thoroughly*), and two Deputy Collectors in charge of two taluks each. I give the area and population of each division in the margin, but the

difficulty of administering a country does not depend altogether on its area and population (though they are important factors) so much as on the character of the populations; and that the people of this district are exceptionally difficult to manage is shown by the proportion of appeals to original cases as compared with almost any other district and by the number of the suits between landlord and tenant. Each of these officers has complete authority in his own division subject only to my general control and to appeal in every case.

As to Native subordinates they will carry out any policy prescribed with fair intelligence and more or less zeal. I have no reason to complain of any want of energy, capacity, humanity, or even physical activity on the part of any of them during the famine. My system of administering famine-relief was the same as that in force for the general administration of the country. Divisional Officers were held entirely responsible for all that went on their own division, and all my instructions went through them. Almost all relief-work (of which there was very little after I took charge) was carried out by the District Engineer in close personal communication with me. Personally I inspected the camps in different parts of the district as often as possible to see that the orders of Government (which were by that time—September—very precise) were fairly carried out. The period of severe distress in this district was too short to require any great amount of supervision on the part of my superiors, but I was assisted by the advice of an itinerant Sanitary Officer, and had also the advantage of a consultation with the Acting Third Member of the Revenue Board, who was employed on famine duty.

Mr. Crole.

The area of the district is not too large, but the taluks of Markapur and Cumbum being separated from the rest of the district by a high range of hills its physical conformation is defective and should be remedied by rearrangement of territory.

There should be a Sub-Collector at Nandial in place of the present Native Deputy Collector. Native Subordinates have generally failed in the famine when employed in any grade superior to the ministerial.

**Mr. Crole**—continued.

The relations of the Collector with the Public Works Department are not favorable to successful coping with famine. The quasi-independent constitution of that department militates against its usefulness in this as in other branches of its duties. This point has been noticed in reply to Question 26, Chapter IV. In stating this I do not intend to infer that there is any want of cordiality in so far as the system in force permits.

**Mr. Stokes.**

The system was strong enough and elastic enough; what was wanted was a sufficient number of men. One man can supervise this district if aided by a sufficient number of subordinates.

I have one Sub-Collector, one Head Assistant, one Assistant, one Deputy Collector, and a Tahsildar in each taluk. During the famine a Special Assistant and a Special Deputy Collector were added besides famine officers. This system is capable of indefinite extension.

Relief operations were conducted here as in every other district.

**Mr. Goodrich.**

My district is smaller than the Province of Oudh, being 21,000 against some 24,000 square miles, but it is much larger and more populous than Greece or Denmark.

I have generally four Assistants (Principal, Senior, Special, and Assistant). A Government Taluk (Palkonda) is rented to Messrs. Arbutnot and Co.; if at the expiry of their lease (1880) it be not renewed, another Assistant or General Duty Deputy Collector will be absolutely necessary.

The taluks are of convenient size, at least those situated in the plains, being about 400 square miles each (excluding nearly 3,000 square miles of the hill tracts nominally under Golconda). If the men were better paid or if restrictions as to examinations were removed we might get a better class. I would, if I could, enforce a property qualification.

**Mr. Austin.**

As I have shown above the area of a sub-division is infinitely too large for one man to supervise in time of famine. In my opinion it is too large for proper supervision at any time. The taluks are too large for the Tahsildars, and the whole division too large for the Divisional Officer. Unless the divisions are re-arranged and subdivided, I think every Divisional Officer should have to assist him one subordinate officer of not lower grade than a Deputy Collector. Notably the Head Assistant Division (of which I held charge for a short time) is out of all proportion.

I consider that my Native subordinates, as a rule, showed great energy, capacity, and humanity in dealing with relief measures. Every one of those now serving under me deserves very great praise. To answer the latter part of this question briefly I should say that not nearly enough discretion was left to the Divisional Officers. Their action was hampered on every side by the system of eternal references to higher authorities.

**Mr. Martin.**

The area of the Madura sub-division is 3,285 square miles and the Periyakulam Taluk is divided from the Pulney Taluk by the range of the Pulney Hills. The Pulney and Dindigul Taluks alone are not too large an area for a man to supervise provided he is not overwhelmed with magisterial work, but with the addition of Periyakulam, the range is too heavy a famine charge.

Mr. Martin—continued.

My relations with the officers of the Department Public Works are most amicable, but the difficulty I invariably find in getting an answer to references from the Range Officer convince me that the official relations between us are anything but conducive to the carrying on of relief work. I believe this to be the fault of the system which habitually under-officers the Department Public Works, and gives them and their subordinates so much to do to satisfy the demands of their own superiors, that, unless in the case of exceptionally-energetic officers, they will not attend to other correspondence. Each taluk has a Tahsildar and a Taluk Sheristadar at the head-quarter stations, and both these officers have magisterial powers. In Dindigul, which is a very large taluk, there are two Deputy Tahsildars with magisterial powers at stations distant twelve and fifteen miles from head-quarters. There is an officer of the same kind also in Periyakulam Taluk, distant twenty-four miles from head-quarters.

The Tahsildars and Deputy Tahsildars, besides the magisterial work of the ranges assigned to them, have to see to the collection of the revenue, the giving away of land and the settlement in the first instance of the disputes of rival claimants for new land, the settlement of water disputes, and the disposal of all petitions except those of a civil nature or those reserved by law for the Divisional Officer. They are also supposed to introduce to the people improvements in agriculture, and to encourage them to adopt them and to promote the planting of trees and sinking of wells and the general improvement of their charges. They have, as their executive officers, Revenue Inspectors at the rate of one to about every fifty villages, and in each village there is a headman with two or more village menial servants for running messages, &c., and an accountant. The Taluk Sheristadar is the Head Accountant of the taluk, and is also a Magistrate. In ordinary seasons this organisation works fairly well, with two exceptions. There are not enough Revenue Inspectors, nor do the grades rise to sufficient pay to make the posts sought after by the rising men among the subordinate servants. These are the men who should render dishonesty on the part of the village accountants impossible, and they should be given ranges small enough to inspect so thoroughly that every patch of cultivation would be brought to account; they should be so graded as to form the regular path up to the appointments of Taluk Sheristadar, Deputy Tahsildar and Tahsildar. At present, salaries are so arranged that the officers who rise to these higher appointments are almost always office clerks who have never seen in practice the important duty of a Revenue Inspector, and consequently do not very often know how to keep these officers properly up to their work.

The other exception to the sufficiency of the district organisation is the want of an officer in most divisions with first-class magisterial powers for particular classes of cases. It is pretty generally recognised that cattle-theft cases must be punished by 1st-class Magistrates to secure sufficient severity for deterrent purposes. It is also most desirable that the public should be better protected than at present from false complaints, but the time of the Divisional Officer is frittered away on cattle thefts, and when complaints which might be proved false by local inspection arise, there is nobody to look after them. Relieving a Divisional Officer from cattle thefts and a number of other insignificant police cases would set him free to take all the graver crimes himself, to repress false complaining, to attend to all the important water disputes, fuel and

Mr. Martin—continued.

forest reserves, and other such questions which he has hardly any time now for, and would remove the hamper on his movements entailed by arrangements for the convenience of police, prisoners, and witnesses.

My Native subordinates as a class showed energy, &c., in carrying out relief measures.

I began, in December 1876, with two large roads and a tank as relief works in Pulney Taluk and two tanks in Dindigul Taluk, with relief sheds at which meals of cooked food were distributed at four places in Pulney and one in Dindigul. There was at first no closed camp nor village relief. The Pulney closed-camp or poor-house was opened on the 10th March 1877, and the Dindigul on the 28th March 1877, and by degrees other relief sheds were done away with, as the system of village inspection through temporarily-appointed Inspectors of the grade of Revenue Inspectors was organised. The last shed was closed on the 26th April 1878. During the same period the numbers on works fluctuated but little up to the end of July 1877, when a rapid rate of increase set in in Pulney and relief work became also necessary in Dindigul, where it had previously been unnecessary on account of the labor available for raising the large crops under wells, which subsequently were almost destroyed by insects.

The loss of this crop heightened the general distress and created terror among the people, leading to a very indiscriminate flocking of destitutes into the large towns. The poor-houses became very full, and the number on relief, especially on the lighter class of works, increased so rapidly as to be beyond the available supervision, making much short work the result.

The order for the institution of money-dole in villages was received when the famine was at its height, and enormous numbers of persons were admitted by the village officers before a proper supervising staff was obtained.

My own duty and that of my subordinates for a long time consisted in inspecting the recipients of dole at centres, and rejecting those who did not require it. Several officers were sent to me in September 1877, and by their aid the village relief was reduced to a proper system and inspection of villages went on regularly. I never had a sufficient upper staff, however, anything like what was necessary for properly controlling malversation by the village officers. The crops, however, gave a moderate outturn, and the distress in Dindigul Taluk faded away as rapidly as it began; all relief being closed on the 28th February 1878. It lasted longer in Pulney, not coming to an end until the 26th April 1878.

In carrying out relief measures, I was under the control of the rules laid down by Government and the Board of Revenue from time to time, and I was obliged to submit monthly reports showing the progress of relief. I was also obliged to obtain sanction to any extra establishment before entertaining it, as also authority from the Collector to start any new relief work, and from Government to open any new poor-house. Otherwise, I was very much uncontrolled and made the arrangements that I thought best to meet the distress with the establishment I had on hand.

Mr. Lewis Moore.

The system of civil administration in Trichinopoly District is quite strong enough to bear all ordinary strains on it. During the prevalence of famine the ordinary system of administration should not be altered, but the Collector should have extra hands to assist

**Mr. Lewis Moore**—continued.

him. For example, as soon as it becomes necessary to give gratuitous relief largely, a Famine Relief Officer should be placed in charge of each taluk to supervise the relief afforded. He should, if possible, be a European; he should not be burdened with any other work so as to enable him to be constantly on the move, and visit all parts of his taluk, and he should work under the direct orders of the Collector. In this district the pressure of famine was at no time excessively felt, and it was not, therefore, found necessary at any period to appoint a special famine officer for each taluk. At first I had famine charge of both my taluks (Musiri and Kulitalai) in addition to my ordinary revenue and magisterial duties. As the famine increased Mr. R. Sewell, M.C.S., was placed in famine charge of Musiri Taluk, and Mr. Tute, B.C.S., of Trichinopoly Taluk. When Mr. Tute went on leave in October Mr. Sewell had famine charge of both Musiri and Trichinopoly Taluks, and continued to look after them both till he left the district in January 1878, on the decline of the famine. The district is of a most convenient size, and can be efficiently supervised by one officer as Collector. During the nine years that I have been in the district the relations of the Revenue and Public Works Officers have always been perfectly harmonious. I have had no fault to find with the manner in which my Native subordinates carried out relief measures, but the strain on them in this district was by no means great. I was controlled in relief administration as in all other branches of my work by the Collector of the district.

**Lient.-Col. Bartleman.**

On my arrival in the taluk in September 1877 there were twenty-nine relief-houses existing, of which twenty-eight were in charge of Monegars. During the month of October these were reduced to three closed camps (poor-houses), and by the end of December there was only one poor-house situated at the cusba station, thus concentrating this kind of relief in one place, made the supervision more easy and satisfactory, and the opportunities of fraud, waste, and abuse much less. All Monegars had strict and frequent orders to send all starving persons to the cusba poor-house, and if the village was far distant to provide the paupers with a meal and supply a bandy (bullock cart) to those unable to march. I myself constantly moved about the taluk visiting most of the principal villages at least once a month, and by giving previous notice of my intended visit I found all the poor people of the neighboring hamlets assembled ready for my inspection. Of these I did my best to persuade the emaciated to go to the poor-house, and those destitute but able to labor, to relief works, and, I am glad to say, I was pretty successful. I found that most of the Monegars did not appear to take any interest in famine operations (after the poor-house in their charge had been closed), or trouble themselves to search out distressed persons and persuade them to seek relief, and I believe the deaths from starvation would have been greater but for my visits of inspection. I received much able assistance from the superior Native officials, who carried out my instructions very satisfactorily, the Tahsildar being the medium for conveying my wishes and orders to the lesser subordinates or village Monegars; but the want of full co-operation on the part of many of the latter officials was much felt, and many of them were departmentally punished on my reports of their conduct. All my proceedings with a copy of my diary were duly submitted to the Collector of the district through the Divisional Officer once a week, any matter of importance being reported at once.

**Mr. Gillon.**

During the present famine my Native subordinates, with remarkably few exceptions, have shown a very decided want of energy, capacity, humanity and physical activity in carrying out relief measures. Without the closest and most constant supervision, Native subordinates seem to be almost more than useless in a famine. With such supervision, however, they can be made very useful, since they are not wanting in energy, capacity and physical activity when driven. Without such supervision, they appear to devote their energy and capacity much more towards their own aggrandisement than the relief of the famine-stricken. Of humanity I have seen among them very little display indeed, though I have known more than one official anxious to be generous at the expense of the Government when the question of getting rid of worthless and incompetent Government servants has arisen. Where famine-relief has been left very much in the hands of Natives, there would appear to have been a minimum amount of real suffering relieved at a maximum cost.

Whether owing to weakness, indolence or a fear of giving rise to unpleasant disclosures, there has been, as far as my experience has gone during the present famine, a very general disinclination on the part of the Native officials to deal severely with their subordinates when such a course is necessary. I have, however, probably had to deal with exceptionally bad specimens of Native officials.

I much, however, prefer average Native officials to drunken and unscrupulous Europeans and Eurasians, many of whom seem to have been employed during the present famine without sufficient inquiry into their antecedents and character.

In 1874, a large number of respectable Natives who had some official experience were imported into Lower Bengal from the Upper Provinces, and proved very useful as Village Relief Inspectors and in similar posts; while many subordinate officers from Native Regiments and several privates from the Native Cavalry Regiments did exceedingly good work during the famine of 1874.

**Surgeon McNally.**

Native subordinate officers employed in famine-relief administration have not, as a class, shown every capacity, humanity, and physical activity, but rather the reverse. Their most conspicuous failing was want of judgment.

**Hurry Row.**

No Government or Civil administration can be strong enough to bear the famine strain, in which administration the non-official have no share. If village governments, such as existed in good old days, and the Panchs or Nattamagars in towns and cities, be revived, the rulers of the country will not feel the slightest difficulty in carrying out most difficult measures. In proof of the correctness of what I say, I may refer to the success of the system of Honorary Magistrates lately introduced in this Presidency, a measure which was suggested and strongly advocated by my brother 20 years ago. Small decentralised local Government controlled only on General and Imperial principles by the ruling power will be able to meet the famine with a success, which will be never attained by Circular Orders issued for the whole of India, regulating in minutiae all the proceedings to be adopted by Special Famine Officers. In these days of Railways and Telegraphs, no district in the Presidency is too large for any Collector or Zillah Judge. It is, however, true that the

**Hurry Row**—continued.

system of making the Department Public Works of a district too independent of the Collector, instead of making the District Engineer the Secretary of the Collector in Department Public Works, has weakened the hands of the Collector, lessened the chance of obtaining what people require, and increased the tyranny of the low myrmidons.

**QUESTION 41.**—Through what channels have orders relating to famine-relief reached you from the Government? If references were sent by you, and orders received by you from the Government or its representative in the Famine Department direct, state whether you think that course operated well, whether the necessary business was rapidly conducted with consistency and precision, and with due attention to the exigencies of special circumstances and localities, &c. Do you think this course best, or that the work would have been more effectually done had there been an official (whether Commissioner or Member of the Revenue Board, or by whatever name called) who should have been in administrative charge of a group of districts, and would thus have become acquainted with their wants and circumstances by personal inspection? If, on the other hand, you received the orders of the head of the Government through any intermediate authority, state if, in your opinion, there were any disadvantages attaching to this course, such as weakening the sense of personal responsibility in the local executive officers, delay in replying to references, or want of uniformity of method in different parts of the province, and so forth?

**Sir W. R. Robinson.**

I have no doubt whatever that the defect noticed in third query of this question, viz., the absence of a responsible and well adjusted civil itinerating inspectorate—for two or three districts—throughout our famine area caused much drift and administrative shortcoming during the whole period of our distress.

An effective Civil Inspectorate should in future be constituted and maintained throughout the campaign; and alongside it a Sanitary Inspectorate over perhaps wider ranges. The latter was organised about May 1877 and proved most useful for many months. It was perhaps too soon given up towards the end of the year.

I myself greatly prefer the guidance of a consultative body in the general management of grave exigencies, and the deputation of members of such bodies when local inspection or direction are needed. So far as possible members of the Board of Revenue are the proper advisers, inspectors, &c., of local administration; and by adding a member or two to the Board, two or three members may always be on tour or on such urgent duty as properly fell to them during the late exigency, until laid aside in September 1877. No future famine administration should be attempted without a well constituted superior Civil Inspectorate.

**Mr. Longley.**

Up to September 1877 the orders reached me through the Board of Revenue. After the Famine Dictatorship was established I received them direct from Government. I consider that in an emergency like the famine of 1877-78 the latter is the more preferable course. The communication being direct, business is conducted, so far as my experience goes, with far more despatch than when filtered through an intermediate channel. I am averse to having any officer between the head of a district and Government. The head of a district should communicate direct with the Government, and be personally responsible to the Government alone.

**Mr. McC. Webster.**

I think the arrangement by which District Officers corresponded direct with Government in the Famine Department and received orders direct operated well, and it could not, I think, have been improved upon.

**Mr. Price.**

First, through the Board of Revenue; second, through the Additional Secretary to Government in the Famine Department.

I consider that the second named of these courses was decidedly the better. There was practically but little, if any, use in orders going through the Board, or in references being made through them. The Board had frequently to write nothing more than "submitted for the sanction of Government," "submitted for the orders of Government," "the Collector's proposals are approved." There were of course cases in which local knowledge, possessed or obtained by the Board of Revenue, helped to elucidate remarks of Collectors, but these were very few in number, and I found corresponding directly a decided improvement. Replies were more quickly received and business, generally speaking, more rapidly and satisfactorily disposed of than under the plan which held in the earlier stage of the famine. I do not, from what I have seen, think that a Commissioner over a group of districts would have been of any practical use. He could not, unless well acquainted with them before, have seen, though he travelled night and day, very much of what was going on, and he would not only have restored the disadvantage of correspondence which could easily be disposed of at once, having to pass by a round-about course to Government, but would have probably tormented Collectors with his own hobbies on the subject of famine management which might not be in accordance with the views of Government and would in that case have been set aside as soon as they reached that authority, thus giving extra work. My experience is that the fewer masters one has the easier it is to do work of all kinds. I do not think that, during the period that correspondence went through the Board, there was any breaking of the sense of responsibility created thereby; there was delay in replying to references, but this was unavoidable. As regards want of uniformity of management I can say nothing.

**Mr. Pennington.**

During the later stages of the famine all orders were sent direct from Government through the Secretary in the Famine Department, and there was certainly a great advantage in the promptitude with which orders were received. No Commissioner or Member of the Board would have been able to give *final* orders, and, though his advice might have been useful, and I am in favor of much more personal supervision than heads of districts generally get, I do not think it would have been an advantage for all Government Orders to pass through him; though, as far as I know, the only serious objection to any intermediate authority in such matters is the unavoidable delay in the receipt of *final* orders.

**Mr. J. G. Horsfall.**

At first orders were received through the Board of Revenue.

*Clause 2.*—The recent procedure has been far more rapid and satisfactory; and I do not consider that anything further is needed.

**Mr. J. G. Horsfall**—continued.

*Clause 3.*—I prefer direct communication with Government through the Famine Secretary, but would leave it to Government to appoint Special Commissioners to visit famine districts, to see that their orders are understood and obeyed. A Commissioner in charge of several districts would entail but little less delay than the Board of Revenue did.

*Clause 4.*—When references were made through the Board of Revenue there was necessarily great delay.

**Mr. Grose.**

I received orders at first through the Board of Revenue, and afterwards direct from the Governor; but I cannot say that the transactions in this district were affected by the change, either for good or evil. My own opinion is in favor of a Board as against Commissioners if we cannot have both.

**Mr. Crole.**

The existing arrangement, under which the Collector is directly responsible to the head of the Government in famine matters, works much better than if an intermediate authority was interposed.

**Mr. Stokes.**

Correspondence relating to famine was received from Government through the Board until October, when it was received direct from Government.

**Mr. Oldham.**

Before October 1877 the time ordinarily taken in obtaining an answer to a reference from Government by a Divisional Officer was two months. As a result, up to that date, subject to the general orders my action in relief administration was altogether uncontrolled and discretionary. I believe direct correspondence with Government by District Officers to be the best course for famine administration.

**Mr. Weekes.**

I think this is a question for a Madras Collector: but with deference give my opinion for what it is worth, that it would have been better had there been a Commissioner of Division as in Bengal to see to the interests of a group of five or six districts, who would thus have become acquainted with their wants and circumstances by personal inspection, and whose opinion and recommendation would have had great weight. This arrangement would have been invaluable both to the country and to the Government of Madras. There was an attempt at this by the deputation of Messrs. Puckle and Thornhill, but this was only partial, and the system was extemporised but already existing.

**Lieut.-Col. Prendergast.**

Orders have come only through the Chief Engineers in the General and in the Irrigation Departments.

**Lieutenant-Colonel Hasted.**

All reports have been sent, and all instructions received, from the Chief Engineer, who communicated with the Famine Department. I think I have noticed that, under the management of one head office, the circumstance of different districts has not

**Lieutenant-Colonel Hasted**—continued.

been sufficiently appreciated. I am disposed to think that the Presidency (I speak of the Madras Presidency during the recent famine) might, with advantage, be divided into three or four groups of districts, and each placed under a Commissioner, through whom all orders should be issued. The general principles on which famine should be dealt with being laid down and the simplest possible forms of account detailed, I think there would be no difficulty in divided authority, and the different districts would be treated as their different circumstances require.

**Captain A. Awdry, R.E.**

The ordinary channel through which famine orders have reached me has been through the Public Works Department; this I think was needless and wasted time. During famine all papers relating to famine should, I think, go direct to, and be received back directly from, the Famine Department without the intervention of the Secretariat, with which the officer usually corresponds. I frequently—in fact generally—find that the Revenue Officers have their orders from Government some days before I get mine, because mine have to be reprinted and issued from the Public Works Secretariat, while the Famine Department is a part of the Revenue Secretariat.

**QUESTION 42.**—Under what financial control were the operations placed as to the supply of funds and authority to spend money, or sanction and commence works? State generally the system adopted, and what you think of it. Mention if any irregularities or frauds took place in the application of money, or were supposed to have taken place, and how and to what extent. Is it anywhere currently reported that any persons of any class engaged in the relief operations have become subsequently enriched, or is there reason to think that speculation or malversation were rare and exceptional? Were sufficient means available for checking the expenditure and rendering and auditing the accounts? How was this part of the operations conducted, and with what general results? Has the whole of the outlay been satisfactorily accounted for or not, and, if not, what deficiencies have arisen and in what manner, and how have they been dealt with?

**Mr. Longley.**

The general financial control was first vested in the Board of Revenue, and since September 1877 in Government alone. The appropriation of State funds to any particular object in connection with relief vested with the same authority, who had also the power to sanction funds for relief purposes in all its recognised forms. Within and up to the extent of the amounts so sanctioned the district authorities were authorised to make disbursements, except in respect of works in regard to which certain limitations were imposed, viz., that no work should be commenced without previous sanction by competent authority or properly-framed estimate, the Collector being competent to sanction works up to Rupees 2,000, the Board of Revenue having the power to sanction works between Rupees 2,000 and Rupees 10,000, and Government all above this latter amount; and subsequently, after the management of relief operations was solely vested in Government, and when the numbers on relief declined, the power of the Collector was reduced to Rupees 500 and eventually to Rupees 200, all estimates above these amounts being sanctioned by Government. In all cases where it was not possible to frame estimates owing to urgent need for relief, provisional sanctions were obtained for incurring outlay on works in anticipation of sanction to regular estimates. Periodi-

Mr. Longley—continued.

cal lump assignments of funds were obtained from the Board of Revenue (when they had the management of relief operations), and subsequently from Government; from these assignments grants were made to Divisional Officers talukwar as required on indents submitted by them. Within these limits the Divisional Officers had authority to distribute relief in its various forms, and by the agency organised for the purpose each village head or each Relief Inspector was supplied with funds on his indents on the taluk. In the case of works carried out by the Department of Public Works funds were obtained on credits from the Examiner of Public Works Accounts, to whom the entire audit of expenditure on relief-works was entrusted.

Irregularities were frequent, and detection was not always possible. Under the system of supervision and check as described in connection with Question No. 40 they could not have existed to a very large extent. The irregularities were committed in the shape of short payments, *i.e.*, payments at rates below the authorised ones, entries of payment to persons dead or absent, and on items of expenditure not actually incurred.

It cannot be said that any *particular class or classes* of persons engaged in the relief operations became enriched, but there is no doubt that many were better off for the famine, and there is not the slightest reason for supposing that petty peculations were exceptional.

Sufficient means, except in the early stages of the famine, has been available for checking expenditure and rendering and auditing accounts. The inspecting agency employed (*vide* Question 40) exercised a close check on the outlay, but in the earlier stages more superior\* supervision was necessary to prevent irregularities being committed by the famine subordinates. A special establishment, consisting mostly of trained accountants, has been entertained to classify and audit the relief accounts and bills.

This important branch of work in connection with the famine relief has had its due share of attention and been conducted in a very satisfactory manner, but owing to magnitude of work and the unusual strain on the taluk staff, which was not strengthened to the proportionate degree to meet this extra demand, the audit could not be completed earlier, but there is every likelihood of the work being soon finished. Vouchers and accounts *are* available for a great portion of outlay; but, as the process of assortment and audit of accounts is still going on, it is premature to say what proportion of the expenditure will be left unaccounted for, but it is certain that it will not come to any appreciable amount.

Mr. Crole.

It is currently reported that peculation and malversation have been general among Natives of all classes engaged in the famine, and also in certain instances among East Indians and European non-officials.

Mr. J. G. Horsfall.

In this district relief-works were carried on under the Department of Public Works.

*Clause 2.*—Solitary instances of peculation with regard to village dole were reported, and in one instance a Village Munsif was convicted of such peculation to the extent of Rupees 50.

*Clause 3.*—It is not reported anywhere that any class of people engaged in relief operations became rich.

Mr. J. G. Horsfall—continued.

The few solitary instances of speculation brought to notice show that such must have been comparatively rare.

Clause 4.—Yes.

Clause 5.—As the relief-works were entirely under the supervision of the Department of Public Works in this district, the Revenue Department had nothing to do with the audit of expenditure on them. The audit of the gratuitous relief expenditure was conducted thus:—Advances were made to the Tahsildars and Deputy Tahsildars, who distributed the money to Village Munsifs. The latter actually spent it and prepared vouchers as they paid. The vouchers were duly acquitted and sent to the Tahsildar or Deputy Tahsildar, who submitted them to the Divisional Officer. The latter then examined them, and, if he found them correct, prepared and forwarded bills with the vouchers to the Collector with a certificate that all reasonable means were taken to check the expenditure. The bills and vouchers were again examined in the Collector's Office, and the former sent on with his countersignature through the Board of Revenue to the Accountant-General's Office, where they were finally adjusted to the proper heads and the expenditure admitted. The audit of expenditure in the Revenue Department was conducted by the ordinary establishment assisted by two Special Auditors in the Collector's Office and by one each in the Sub-Collector's and Deputy Collector's Offices. Advances were also made to some medical and other officers for expenditure on account of famine relief-camps and hospitals. These officers accounted for these sums by vouchers obtained from parties from whom articles, &c., were purchased. In this way all the expenditure has been satisfactorily accounted for except a small sum of Rupees 46 embezzled by some village authorities, who were prosecuted and punished by the Magistrates.

Mr. McC. Webster.

At the early period of the operations, applications for lump grants both for works and gratuitous relief, amounting from one to three lakhs of rupees according requirements, were submitted to the Board of Revenue, who sanctioned the allotment applied for. The Division Officers used to send in estimates of cash requirements for their respective divisions. The Collector, after satisfying himself of their correctness, sanctioned the applications of the Division Officers and authorised the Deputy Collector in charge of the Treasury to place credits at their disposal to the amounts sanctioned. The Treasury Deputy Collector gave Division Officers letters of credit on the Taluk Treasuries for the amounts sanctioned by the Collector under each head "Works" and "Gratuitous Relief." This practice continued to the end of August 1877. From 1st September funds for works carried out by the Civil Officers were under the orders of Government supplied by the Range Officers of the Department of Public Works, and this system continued until 31st October 1877, when the system having been found to entail great delay and inconvenience, Collectors were authorised to apply to the Examiner direct, who gave lump credits which the Collector distributed among his Division Officers according to their estimates of cash requirements. The Division Officers accounted direct to the Examiner for the expenditure in their divisions. This system is still virtually in force, but as all famine relief-works are carried out under the supervision of the Department of Public Works and none under the Revenue Department, no credits are required by the latter.

Mr. McC. Webster—continued.

As regards gratuitous relief the system now in force is to send an application for funds direct to Government, in the Famine Department, sufficient to last for four weeks. The Government sanction the amount. The Division Officers send their estimate of cash requirements, which is sanctioned by the Collector after scrutiny. As regards the authority to spend money, the Collector is the only authority, and it is only on his sanction that any expenditure can be incurred. At first Collectors were empowered to sanction and commence works costing not more than Rupees 2,000 each, and Division Officers had also authority, at the discretion of the Collector, to sanction works costing Rupees 500 and under. All estimates above Rupees 2,000 required the sanction of the Revenue Board, but Collectors could also sanction estimates above that sum in emergent cases, reporting the matter for the Board's approval. These powers were subsequently withdrawn, and latterly, *i.e.*, in March 1878, the Collector's power of sanctioning estimates for famine works was limited to works not exceeding Rupees 200, subject to the approval of Government. I am of opinion that there should be no restrictions fettering the powers of Collectors in sanctioning works the cost of which does not exceed Rupees 2,000, and in delegating to his Division Officers the power of sanctioning a relief-work under certain conditions to be imposed on them at his discretion, the various works started being reported to Government from time to time.

From the return submitted to Government it appears that there were five convictions during the year 1877 on account of irregularities committed in connection with famine-relief operations. Besides these there were some other cases in which Village Officers were convicted and dismissed from their posts for irregularities committed in connection with the distribution of the Mansion House Funds. I have not heard it currently reported that persons who were employed on relief operations have become subsequently enriched, and as proper supervision was provided for the payment of funds sanctioned for works, I should think that peculation and malversation to any great extent were exceptional. With regard to the payments made to weavers, I have heard it stated that a portion of the money paid by Government for the cloths did not find its way to the people for whom it was intended, but no complaints were made by the latter.

There were sufficient means for checking the expenditure and rendering and auditing accounts.

Special auditors, consisting of trained and efficient men on the permanent establishment of Collector and his subordinates, were entertained in the Collector's and Division Offices for the audit of expenditure and preparation of bills to be submitted, and the results have been a few retrenchments of overpayment of small sums in consequence of incorrect calculations.

Almost the whole of the outlay has been satisfactorily accounted for; the reason of the small balance remaining unadjusted is that relief expenditure is still being incurred, that monthly bills are being prepared, and that vouchers not affording adequate means of checking the expenditure included in the bills have to be returned to the Tahsildars for explanation. Of the total sum of Rupees 25,33,480 drawn from the Treasury for relief operations, Rupees 24,07,400 have been audited and passed, leaving Rupees 1,26,080 or 4·97 per cent. still to be accounted for.

Mr. Price.

At first there was no financial control at all. Money was drawn in lump sums or from the General Funds without sanction. Every one did what was right in his own eyes. A general authority was given by the Board to open relief-works, and in some cases works which could be gone on with or taken up were indicated and permission to undertake them was given. It mattered not in the early period of the famine whether there was an estimate or whether it was sanctioned or not. It was enough that work was required for the people, and, whatever it was, it was taken up. This state of things was soon altered, and the next step was that no work was to be taken in hand without an estimate and previous sanction; that no Collector could sanction a work beyond Rupees 2,000; that money could, for works, be drawn from General Funds up to the amount of sanction, and that for gratuitous relief should be drawn, as required, on a credit given at his discretion by the Collector for each taluk, the money being debited to "Famine advances recoverable." The last stage was that Government insisted upon nothing being taken up without an estimate and sanction; that they cut down the sanctioning powers of Collectors to Rupees 500; that funds for works were to be drawn only on credits given by the Examiner of Public Works Accounts, on application from Collectors, who had to account to that officer in the usual Public Works Department forms; and that all gratuitous relief money was to be drawn on a credit sanctioned by Government each month on an estimate furnished by the Collector, the bills being sent in to the Accountant-General.

I think the last-named system as regards drawing money about as good as could be found. I consider that as regards works there was a little too much red tape and a great deal of certifying writing and so on, in which there was not the slightest use as no one could ever know whether what was stated was accurate or the reverse. Where a sudden emergency arose I should not hesitate, any orders to the contrary notwithstanding, to draw money from the General Funds in my charge. I would not limit Collectors in the way in which Government did; I consider the original limit of sanctioning power better. Having to write regarding petty estimates only increased correspondence.

Irregularities and frauds took place in the application of money, but I cannot state to what extent; I cannot give particulars of cases in the Cuddapah District. The most general form was putting down on paper far more coolies than existed, and accounting for the resulting short work by the statement that the coolies were too weak to do the proper task, or that they had refused to labor. Another mode was taking so much out of each cooly's pay, or making each man, woman, and child taken on give a *douceur*. We detected several men in such practices, and they were tried and punished. In this district I know of no frauds having been committed; a criminal charge was brought against a Mr. Love, but it broke down; I believe that he did embezzle a comparatively small sum, but a mess was made of the case, which occurred before I joined. It was currently reported in the Cuddapah District and is here also that many persons who were connected with famine operations have become enriched. I know myself of three or four cases in the upper ranks of Natives, but it was of no use trying to get anything against them. Plundering, speculation, and fraud were, in my opinion, rife. What could be done in the way of checking was done; but the European officers of Government were too few to, until reinforced, cope with a host of acute Natives, the majority of whom had but the one thought. The Sessions Judge

Mr. Price—continued.

unfortunately had very peculiar ideas on the subject of famine and the people connected with the management of it, and he very frequently, in appeal, quashed convictions for fraud which we all thought clearly enough established. The consequence was that things came to such a pass that, excepting in the most glaring cases, we simply turned the offenders away and took what salary was due to them. One Native officer of very high position made, I believe, a good deal of money before I put it out of his power to do so. I could not prove anything, and no one would come forward to give evidence in a formal inquiry. I heard, however, that at the very worst period of the famine he was having jewels and ornaments made. I myself saw some of the latter. There were at first not sufficient means available in the matter of accounts. In the Cuddapah District, up to the beginning of February 1877, there was, I may say, practically no checking of expenditure or rendering of accounts, and there was no audit at all until the end of April, when a special establishment was sanctioned. The check upon expenditure was made upon weekly returns of amounts spent upon works, gratuitous relief, &c.; but there were for a long while but two Divisional Officers from whom these statements could be regularly obtained. We afterwards procured them from the others, but, until this was effected, there was nothing but the total expenditure for works and relief to check. There was certainly some considerable excuse for this. Relief had been begun in a hurry and under great pressure, no definite instructions had been given, and conflicting orders were being issued; nothing was ever said about expenditure. The cry was "save life," and the directions were "take on every one applying for employment." The consequence was that when this kind of thing was suddenly checked and accounts and system demanded, the staff was too small, with rapidly increasing numbers on relief, to work up the accounts, and they were at one time months in arrears. I found things so bad when I joined the Cuddapah District that I applied for a special staff consisting of a Chief Auditor and six Assistants. These took the various taluks of the district, got together and totalled and examined the vouchers of the different officers, arranging them by months, and then making out the necessary bills, handed them over to the Divisional Officers, who had to sign them, after satisfying themselves as they thought fit, that the bills were correct. As the audit was brought up to date totals were compared with the Taluk Treasuries' debit totals for works and gratuitous relief, and measures to collect any differences from the persons responsible were taken. The audit of works was carried up only to the 31st August 1877, from which date the respective Divisional Officers had to account to the Examiner, Department of Public Works, direct, they sending in their returns, &c., according to Department of Public Works forms. The audit of gratuitous relief was brought up to date in each taluk and then the accounts were kept at the head-quarters. All Divisional Officers' bills, after being examined at head-quarters, were countersigned by the Collector. Those for works went in at first to the Board, afterwards to the Accountant-General, and the last order was that they should be sent to the Examiner, Department of Public Works Accounts.

Gratuitous relief bills up to the 31st March 1877 went to the Board and after that date to the Accountant-General.

The forms used were those laid down by Government and the Board.

The result of the audit was that we found that there had been a good deal of carelessness and inattention; that a compara-

Mr. Price—continued.

tively small sum (I cannot say how much now) had not been accounted for; and that there had been, in the earliest stage of the famine (October 1876 to January 1877), a great deal of extravagance. I cannot say whether the whole amount spent has been satisfactorily accounted for either here or in Cuddapah. Here relief has not closed and in Cuddapah it had not, when I left, ceased. So far as this district has gone the money has, I believe, been all accounted for, but whether in any district in the Presidency this has been "satisfactorily" done is a point upon which it is premature to express an opinion.

The deficiencies found in the Cuddapah District were nearly all cases of where men had been entrusted with certain sums of money and could not account for the whole of it, when over-payments had been made by disbursing officers, and when officers in charge of works showed that a certain number of coolies had been paid, but could not produce nominal rolls for them. We recovered whenever we could. When the persons responsible cannot be found or are unable to pay, the only way to meet the deficiency is to treat it as a bad debt.

Mr. Pennington.

My small experience of relief does not justify me in dilating upon this topic, but I am afraid that even in this district speculation and malversation were not unknown, though I think to no very serious extent. The numbers on gratuitous relief increased at one time with such extraordinary rapidity that much was necessarily left to the Tahsildars for a very short time, but the audit has not yet been quite completed, and I am consequently unable to speak very decisively as to the expenditure. I may mention, however, that if the prescribed accounts had been properly kept and the orders issued *exactly* followed out, there would have been very little danger of deficiency being found.

Mr. Grose.

The power of sanctioning works was distributed to Divisional Officers, Collectors, the Board, and Government (the Board being subsequently excluded) according to their cost. Every month the Collector applied to the Board for the funds which would be wanted in the next month for his works and camps. Each Divisional Officer was supplied with an audit establishment, but the first hurried operations had taken place almost without the expectation of audit, and the commencement of the work was so difficult that it was only got fairly under weigh when the famine was drawing to a close. I cannot suggest any improvement on the system, except that it should be known to all from the first.

I am afraid that irregularities and frauds were very common. On works ownerless names were entered in nominal rolls, and small deductions were made from wages. In camps numbers were overstated and an improperly large amount of rice, &c., indented for, and when the enclosures were not strong enough, outsiders who had no right to relief insinuated themselves among the paupers at the feeding time, which, in the evening, was often prolonged till dark, and food was carried outside the camp and sold there. Many gumastahs are reputed to have become rich during the famine who were poor when it commenced.

The establishment for auditing was sufficient, but that for checking expenditure on the spot and keeping the vouchers in order was not. Here the want of supervision was most severely felt.

**Mr. Grose**—continued.

Up to the present date Rupees 14,09,735 out of Rupees 16,31,579 spent have been audited. Rupees 800 are in suspense for want of vouchers, &c., and Government will have to deal with all of this, except a few small items for which the responsibility can be fixed on individuals.

**Mr. Stokes.**

A sum of Rupees 1,490-7-3 was embezzled by the Cash Accountant of the Melur Taluk in collusion with the contractor who supplied rice to the relief-camp at that place. Besides several petty frauds were committed by village officers and others concerned in the distribution of relief, and the offenders were in all cases punished. Sufficient means were available for checking expenditure and auditing accounts. Out of a total outlay of Rupees 11,53,979-1-4, Rupees 11,51,250-14-1 has been accounted for, leaving a balance of Rupees 2,728-3-3 for which necessary accounts have not yet been submitted. In the calculation the expenditure on relief-works subsequent to 1st September is not included, as the sum has been accounted for to the Examiner of Public Works Accounts by the Divisional Officers direct.

**Mr. Martin.**

The check on expenditure that was wanting was sufficient trustworthy supervision on works to prevent fraud. There were several works in which the expenditure so largely exceeded the estimate, though the conditions of the relief were similar to those of other works close at hand, that I cannot believe that fraud was not grossly practised by entering persons on the nominal rolls who had no existence, and by agreement with laborers to pass them sick or unable to do a full task for a consideration.

The audit has been satisfactorily concluded, and there have been no deficiencies except to the extent of Rupees 41 odd, which were outstanding in the hands of men who died leaving no property.

**Mr. H. T. Ross.**

In this division, out of a total famine advance of Rupees 8,55,665-12-7 the sum of Rupees 8,50,924-1-6 has been satisfactorily accounted for up to the 1st August. The balance of Rupees 4,741-11-1 consists mainly of sums which, on auditing the vouchers of disbursing officers, were found to have been wrongly charged by them, and which I ordered to be recovered. They are being recovered.

**Mr. Pinto.**

During the early part of famine works were sanctioned by the Collector, Revenue Board, or Government, according as their estimates amounted to Rupees 2,000, Rupees 10,000 or more. Funds necessary to carry out sanctioned works were paid from the Treasury upon an authorisation from the Collector. The Collector reported all sanctions given by him to the Board and Government, with a summary of aggregate sanctions to date up to which funds could be drawn from the Treasury. So it was within the power of the higher authorities to apply financial control. The general results from the expenditure were inspected and certified to as fair, but I believe the minute check by mustering laborers and comparing their numbers with the rolls, noting the numbers of absentees at times of payment, and measuring work done and comparing it with the laborers employed, &c., was simply impossible, and the audit of expenditure must have been imperfect. This

Mr. Pinto—continued.

was entrusted to Divisional Officers with one auditor for each division ; so four or five auditors had to check vouchers of Rupees 8 lakhs spent on works, and some 18 lakhs spent on gratuitous relief ; total, say, Rupees 26 lakhs. Now an ordinary district Public Works Department establishment has not got much over Rupees 2 lakhs of expenditure to audit in the same period ; but the activity practised by the Civil Department assisted by the special officers was so great, and there was such a dread of summary punishment, that the rate of peculation must have been low, but that there was peculation there is no doubt.

During the whole time I have been on famine duty, only two clear cases of fraud in the application of money were discovered by me. One of the offenders was tried and punished before me, and the other absconded before trial. With the exception of these no other frauds were committed, or at all events were brought to light. The supervision was so numerous and so strict that there was very little room for fraud. I know of no person under me who, while engaged on relief operations, has become subsequently enriched. One Accountant was specially appointed to my taluk to check the expenditure and accounts, and, as far as this taluk is concerned, the work has, I trust, been done carefully and correctly, as the whole of the outlay has been satisfactorily accounted for.

Mr. Oldham.

The system laid down for financial control, for the sanction to works, and authority to spend money was entirely over-borne by the pressure of the famine. Funds never failed, and only Divisional Officers were entrusted with a discretionary expenditure of them, and this only in practice. Nominally they were not so entrusted. Under the circumstances I cannot see how this could have been otherwise.

I know of no cases in which irregularities or frauds in the application of money to any large extent have taken place. I have heard of two such cases, one of which is, I believe, baseless, and the other (a deficit in a Tahsildar's accounts variously estimated at Rupees 76,000 or Rupees 67,000) is still under inquiry.

Nor is it anywhere currently reported in this district, to my knowledge, that any persons of any class engaged in the relief operations have become subsequently enriched.

On a minor scale peculation and malversation were perhaps the rule, not the exception.

The means for checking the expenditure and rendering and auditing the accounts were, during the pressure of the famine, insufficient. This part of the operations was, with one or two exceptions, conducted by special establishments, months after the expenditure had been incurred.

The result has been that, except in one taluk, the expenditure has been accounted for. Inconsiderable sums have been shown as deficits and as irrecoverable balances in cases of ascertained thefts and in default of accounts on the death of disbursing agents, and have been struck off under the orders of Government. In some taluks the accounts are completely satisfactory ; in others less so, though in these it would be impossible to reject them, although some may be regarded with suspicion.

But even when describing an account as completely satisfactory its form only is alluded to. Unless when the actual expenditure came under the personal supervision of a superior officer there is no guarantee that an account, however satisfactory in appearance, does not cover a fraud. The most easily perpetrated frauds were those which could be covered by apparently good accounts.

**Mr. Oldham**—continued.

At the same time I repeat that I know of no instance in which speculation on a gigantic scale took place; and invariably these frauds, regarding which the rumour was that they were large, on inquiry dwindled into insignificance. The most serious of which I have had an instance is that of a Tahsildar, who is charged with exacting as a bribe, or receiving as a bribe, a plot of land worth Rupees 400, before getting a relief work opened. This charge seems to be true, and I have committed the Tahsildar to the Sessions Court on it.

The exception referred to is in the case of one taluk where a deficit of Rupees 76,000 is reported to have occurred. The manner in which it occurred is not known, nor has any theory on the subject been started. The matter is not final, and is at present before the Government. For the same taluk a further sum of about Rupees 2,25,000 has been reported on by the Divisional Officer as unvouched for, or as supported by suspicious vouchers. This matter is pending also, but I do not concur in the reasons given for rejecting the accounts, and think the amount, or at least by far the greater part of it, should be passed.

**Mr. E. W. Shaw.**

There can be no doubt that irregularities and frauds took place in the application of the village-dole system. Village Inspectors and Monegars combined together to defraud both the Government and the paupers under their charge, and it is believed that at least 4 Annas in every rupee went to people for whom the money was not intended. Evidence against village authorities is at all times difficult to obtain, and I have frequently found that witnesses whose evidence I had taken down with great care altered their statements entirely when the case was brought before a Magistrate. In one or two instances also there seemed to be no great anxiety on the part of the Native Magistracy to convict prisoners for fraud in connection with famine-relief measures. My opinion is that Special Relief Officers should, as a rule, be entrusted with Magisterial powers; to strike when the iron is hot is often the only chance of conviction in these cases as, when time is given, the accused are certain to seize the opportunity and bribe, or otherwise get round the witnesses against them.

**Major G. C. Ross.**

Peculation has been carried without doubt by the Native officials employed in the distribution of money dole, but such is their influence over the recipients that it is almost impossible to get them to make any report of this fraud.

The accounts were carefully checked, and the amount shown as expended was quite correct, but in many cases I believe that only a moiety of the dole was actually given; the only way to cope with this evil is to have the whole of the money-distribution made by European officers.

**Lieut.-Col. Prendergast.**

For a long time District Engineers could apply for funds without limit as to the amount asked for; monthly applications were sent in regularly to the Examiner of Public Works Accounts, and supplemental estimates were sent when found necessary. Latterly this facility of obtaining credit was checked by the order that a list should be sent showing the sums required for specific works and the Account Department could not give credit, unless there was a balance of allotment left unexpended. The Collectors had authority to sanction estimates first up to 2,000 Rupees, then

Lient.-Col. Prendergast—continued.

500 Rupees, lastly to 200 Rupees, and the Engineers could commence works on this sanction ; otherwise, not without the orders of the Government. When there was unlimited credit, everything went smoothly ; but there have been difficulties and interruptions since the checking of applications for credit. These occurred from the change of system, and differences of opinion between the Examiner and myself.

I am of opinion that there were minor irregularities and speculation. The system of payment of wages gives facilities for some of the money being appropriated ; but I have not heard of it being supposed that any class of persons have been enriched. There were sufficient means of checking the expenditure and rendering the accounts for the works that were altogether in the Engineer Department. The difficulty has been in accounting for the expenditure incurred in the Revenue Department, and transferred. The whole of the outlay is far from having been accounted for at present. It has yet to be seen whether there will be any deficiency in accounting for outlay, that is, whether there will be found to have been outlay for which accounts cannot be furnished, and thus the manner of dealing with a deficiency has still to be considered.

Captain Awdry.

The financial control latterly has been that the Examiner of Public Works Accounts was only empowered by Government to grant credits to the extent of the unexpended balances of sanctioned estimates ; this system affords a good check, but in framing estimates for famine works to be carried out under such a system for issuing credits it is necessary to have the estimates prepared at normal rates and then a percentage should be added to the total to cover the excess over normal rates caused by unskilled labor being employed. The District Engineer should have the power in cases of emergency where there are no funds to the Public Works Department credit to authorize the Collector to cash cheques in excess of the credits, due explanation being afforded of the necessity which gave rise to such exceptional procedure. In all works, especially wholesale ones, with subordinates taken from wherever they were obtainable, there must almost always be frauds in this country. Maistries, Head Coolies, Sub Overseers, and perhaps even Overseers themselves have doubtless in some cases made the coolies give them part of their wages ; names of non-existent coolies also are put in rolls in some cases, and it is difficult to detect all cases ; some have been, though convictions were not obtainable in most cases. The mode in which speculation and malversation takes place is, I think, either by entering the names of coolies on the rolls who have not worked and drawing pay for them, or by fining coolies for short work and not paying the recovered money to the credit of Government, and by actually making the coolies pay so much from each Rupee. The former cases I believe to be more common than the last. The best way to stop these malversations is by having " piece-work " instead of task-work, and by having establishments ready, so that the ordinary cooly may not have to be a maistry, and the ordinary maistry a sub-overseer, and so on.

The whole outlay has been accounted for in many cases ; the outturn has been perhaps one-third to a half less than what would be turned out in ordinary years for the money.

QUESTION 43.—What do you consider the proper field for private charity in the beginning, at the height, and in the decline of a famine? To what objects should it be applied, and through what channels? Should the funds be expended by Government servants who are also at the same time carrying out relief measures? Should they be expended in saving life and giving food? or should that be left entirely to Government, and the charitable funds confined to other objects, such as setting people up again in their pre-famine position, starting them again with a little capital, and thus assisting them with appurtenances which, though not luxuries, are not absolute necessities of life?

**Sir W. R. Robinson.**

Local charity may be left to local judgment and administration at all periods of a famine. It is too casual a matter for Government to meddle with, too uncertain for reliance in matters of life and death. At no period of its course can a famine or the famine-stricken be left to casual private charity in this or any other country with safety.

This question refers apparently however to the Mansion House Relief Fund. I think the administration of this relief—a very considerable portion of which went towards saving life—was on the whole good, though I myself should—under the contemporary restriction of State relief—have devoted a larger portion to direct relief of famine and distress as the primary object of such charitable effort. The share taken by many Government officers—as members of Local Boards of relief and experienced and well-informed advisers in the administration of the Fund—was suitable, unembarrassing and very beneficial in every respect.

On the latter part of this question I would simply remark that it will be safe for the Commission not to assume that Government does or can accept the burden, or fulfils the responsibility, of alone saving life and giving food where life is imperilled. The mortuary returns of the famine period do not justify the premiss set out in the latter part of this question. And I venture to think that the Commission might do grave wrong in attempting any hard-and-fast rule on such assumption. I should myself say—strain every nerve and exhaust every source on saving life during a famine. When the mortality abates, it will be time to consider other objects of administration.

**Mr. Longley.**

The best field for private charity would be setting the people up again in their pre-famine position by assisting them with small capital to make a fresh start in life. This cannot be done either in the beginning or at the height of the famine, for money given at either of these stages goes in food. I would, therefore, recommend the intervention of private charity at the last stage, *i.e.*, the decline of famine, when, encouraged by the bright prospects before him, the ryot would naturally appropriate the money to better his position. The dispensation of charity should be entrusted to superior officers of the Revenue Department, whose intimate acquaintance with the condition of the people would be invaluable in deciding who are the fit objects for the charity.

**Mr. McC. Webster.**

I do not think there is any field specially appropriate for the intervention of private charity at the commencement or height of

**Mr. McC. Webster**—continued.

a famine. Private charity when exercised by individuals is generally indiscriminate, and does more harm than good in a period of distress as it demoralises the people, keeps them away from the poor-houses or works, and renders it more difficult for Government to get them under control. I doubt whether, even supposing there were a combination of the charitably disposed and a subscription list opened, the receipts would be in any way sufficient for the up-keep of a general system of poor-houses, and if it would not be sufficient, the establishment of one or two poor-houses would be of little use. Even with the unprecedentedly large amount of the Mansion House Fund, the General Committee at Madras recognised the impossibility of meeting distress as the Government were meeting it, and confined their operations to a limited sphere of money-doling, the distribution of cloths, and what, in my opinion, was by far the most useful form of private charity, the distribution of money for the purchase or hire of ploughing-cattle and the purchase of seed-grain. This form of relief would be required later on when the next cultivating season came round, not at the commencement of distress when the agricultural classes would probably have ploughing-cattle and seed-grain. I think therefore that the appropriate field for private charity is at the end of the famine, and that it should take the form of helping people to recover.

**Mr. Grose.**

There is no proper field for private charity in the beginning or at the height of a famine. At its close, it may supply funds for enabling paupers to recur to their former status, but such funds should be administered through the Government officials who are, at the same time, carrying out relief measures. The giving of food and work to save life should be left entirely to Government.

**Mr. Crole.**

Private charity can do nothing in the way of saving life, and its interference during a famine does harm. It actually has done so in the matter of the Mansion House Fund.

Its proper field is in aiding to reinstate persons in their pre-famine position. The distributories should be Government servants.

**Mr. Austin.**

I think the saving of life and giving food should be left to Government entirely. Private charity should be devoted to giving money for purchase of seed-grain and ploughing-cattle, repairing houses, for clothing, and for generally assisting the people to recover their former condition of life. I fear even the distribution of private charity must be left in the main to Government officers.

Above all I would recommend the establishment of day nurseries for orphans, and other children, mostly found in villages and towns, whose parents hardly earn what is sufficient for themselves. This, I consider, the very best end to which private charity can be devoted. It has been tried both in towns and in some of the principal villages out of Mansion House Funds, and is found to answer admirably well, and the result was the saving of a large number of valuable lives. Moreover, if children are neglected at this stage and their system once allowed to wear down, they can never fully recover the effects of the privation, and will naturally grow up but a weak generation even if they managed to survive.

Mr. Lee-Warner.

In the time of famine private charity is overwhelmed ; otherwise there could be no place for the intervention of the Government. If, however, a large fund can be collected from outside it may be most profitably applied in the decline of the famine through Government servants, and, before the famine organisation is broken up, so as to ensure the greatest number of distributors. The objects of this relief it seems to me will be best attained in small cash payments to heads of distressed families of all classes, and presents of cloths to women. Beyond this it is idle work insisting how they shall lay out their gift. The Missionaries are a good centre for distribution of relief among their own people ; but they fail as general distributors, because their object being to give instruction as well as help, they much prefer giving money doles in fragments and in distribution of raw grain, so securing the greatest *rap prochement* between themselves and the receivers. Though this may be desirable in some ways, the continuance of relief in this form keeps idle persons unsettled and hanging about, whereas the whole object of the closing of the famine is to get the people at once back to their homes and to encourage them to start afresh. Any attempt to set the people in their pre-famine position would involve an inquiry in each case, and would certainly set their creditors athinking. The plan I adopted in the Ramnad Estate for the distribution of such funds as were passed through my hands was this. I knew every village and nearly every hamlet in the distressed part of the estate, and I took the money with me, distributing it village by village. It gave me a good deal of trouble, more than I should care to repeat, but the money reached the hands for which it was intended.

Mr. Lewis Moore.

The proper field for private charity seems to me to be wherever there is distress, irrespective of whether such distress occurs at the beginning, height, or decline of a famine ; of course, however, the well-to-do classes will be better able to help the destitute at the commencement of a famine than afterwards when a continuance of famine prices have begun to tell on all, except the very wealthiest, and to diminish their powers of aiding their poorer brethren. In Trichinopoly the well-to-do classes subscribed liberally at the commencement of the famine towards a relief fund organised by a committee of which the Collector was the President. At about the time, however, that the famine was at its height the subscriptions thus received began to fail, and the charitable aid commenced by means of them had to be continued by Government. In the mofussil, I think, that it will be found that the only trustworthy and efficient agents for distributing private charity will be, as a rule, Government servants. Of course Missionaries and other non-officials will assist and thus be most useful, but the organisation of the work, if well done, must rest with Government servants, most of whom will also have, in their ordinary course of business, to carry out Government relief measures. That this is the case was proved in Trichinopoly during the late famine. The money raised by private subscription here was administered by a committee, of which the Collector was, as already stated, the President, and all the Divisional Officers, members. When Mr. Rowlandson, however, came down as representative of the General Committee in Madras, to start a committee to administer the Mansion House Relief Fund in this district, he considered that Revenue officials engaged in Government relief measures should not be mixed up in the matter. The District Judge was, therefore,

Mr. Lewis Moore—continued.

appointed President of the Committee, and no Revenue Officers were put on it. The Committee, however, soon found that they could not get on without us, and I was asked to allow the Tahsildars of Musiri and Kulitalai to distribute relief in their taluks. I did so, and, as a matter of fact, almost all that was done by the Committee in those taluks was carried out by the Tahsildars and the Collector's Sheristadar who distributed charity in Manapparai, the most distressed portion of the district. There is, in short, only one organisation in the mofussil fit to carry out anything of this nature, and that is, the Revenue Department in each district, from the Collector down to the village officers. The amount expended from the Mansion House Relief Fund in this district was Rupees 2,26,000. It is, I think, quite impossible to lay down any hard-and-fast rule as to the objects on which private charity should and should not be expended. During the late famine it was said more than once that Government had taken the responsibility of saving life, and that private charity should be confined to other objects. As a matter of fact, however, notwithstanding all the measures taken by Government, the famine caused an enormous mortality, and it is therefore clear that it would be inadvisable to attempt to curtail the field for private charity in any way. It is very doubtful if a *real* famine has ever been coped with successfully by any Government, and it would, therefore, be madness to refuse any aid in such a crisis, however humiliating it may be to us, Government servants, to have to acknowledge that we are not omnipotent.

Mr. Pinto.

In the beginning and at the height of a famine private charity might be given in the form of dole to families with insufficient means of subsistence so as to prevent them from slow and gradual starvation. In the decline of famine private charity might be applied to supply of cattle, seed, and a small fund to enable the people to resume their occupation. To give a man, say, Rupees 4 to purchase or hire cattle is simply useless. He uses the money for food as he cannot do anything else with it, and which he could have managed to eke out by other means. Better select cases to be relieved. They will be sufficiently few to enable a liberal distribution being made. I paid Rupees 10 to 12, sometimes Rupees 15 and even 18 to a family and found it was barely sufficient to encourage them to make a start. It is not necessary that the Government servants alone should administer this relief; a separate independent establishment might do more useful work. But the division assigned to each person entrusted with the distribution of this relief should be such as he could perform house-to-house inspection within it before making the distribution. As the severity of distress is not equal everywhere, officials in some parts could afford time to undertake distribution of private relief, in which case they might also be entrusted with this duty. As a rule non-officials should be allotted the cusbah and its suburbs to work in, and officials the interior to which their ordinary occupation takes them. So three distinct establishments, independent of each other, might be working in relieving distress, thus :—

- (a.) Private Relief Committees assisting people in their legitimate occupation and setting them up in their pre-famine position.
- (b.) Civil Department assisting in the selection of famine works and passing fit objects for work relief, as well as administering gratuitous relief.
- (c.) Public Works Department administering work relief.

Mr. Pinto—continued.

The overloading any agency with more than the specified duty will render the said agency unfit for detailed supervision.

Mr. Soobien.

In all stages of the famine the support of the blind, the cripples, and persons suffering from other bodily deformities seems to be a proper field for private charity. In my opinion it should be chiefly applied to the feeding of such persons, and also to setting up the agriculturists in their pre-famine position.

The Government officials should, in my opinion, be entrusted with the expenditure of the private funds, and as in time of famine additional establishment for relief works would be sanctioned, this additional duty can be undertaken by them without great difficulty.

Mr. Oldham.

As regards the proper field for private charity in the different stages of a famine (*vide* the answers to paragraph 8 of Chapter II). In rural areas where the only available agencies have been absorbed by, or are from the first under the control of, Government servants, the only way for spending charitable funds efficiently and in a way that does not clash with the operations of Government is to entrust them to Government servants. When so spent the saving of life may be left entirely to Government; but when a charitable organisation undertakes the charge of any defined area or institution, a town, a portion of a town, or a hospital or work-house, I would leave every measure connected with relief within that area to it. Otherwise, if Government still reserves to itself the task of saving life there must be concurrent working and waste of power, and there probably will be clashing; while the object to follow out which these evils are risked seems a sentimental rather than a practical one.

Mr. Weekes.

This is always a difficult matter, as the money is generally subscribed under the impression that Government is unwilling or unable to meet the famine. It is always subscribed with a little distrust of Government operations. In the Orissa famine there was good reason for this, and the Calcutta Committee went hand in hand with Government and were quite as early in the field as Government, but in the end their arrangements pretty much coincided with those of Government. In 1874 the subscriptions were merged in Government relief accounts to a great extent. In 1866 about 17 lakhs were subscribed and the total expenditure by Government and the Committee was about 153 lakhs. At the beginning of a famine, or rather in scarcity which may end in famine, I think the proper field for private charity is the case of those whom public charity has hitherto supported, and comparatively well-to-do people with small fixed incomes and widows and orphans. At the height of the famine it might look after small children, pregnant women and distressed gentle folks including purdanashuns. Spinning relief might also be undertaken with advantage by charitable local committees appointed by Government, some of the members of which might possess a thorough practical knowledge of the subject. The relief officers of course could do it, especially if they procured the aid of persons accustomed to the work, and it is not a matter that Government refuses to undertake. But perhaps a committee might possibly do such a thing more thoroughly. It depends of course a good deal on the

Mr. Weekes—continued.

funds at disposal. Towards the end of the famine private charity has a wide opening in renovating the distressed cultivator, advancing or supplying money for seed and cattle. I believe that money for seed-grain which is part of the circulating capital which was suspended during the famine is always forthcoming when a famine is growing to its close. It must be so. It represents part of the harvest that is to be which if it were partly sold in advance or discounted by the sower, it will always command a sale, especially when the dealers have sold their grain at a large profit. This fact is always noted after a famine. I believe that much money has been expended for this object which was not wanted. It has been spent on food. I do not say it has not done good. But the object is an imaginary one; loss of bullocks is a real loss. The establishment in life of orphans is perhaps a very good field for private charity at the close of a famine, and I think giving clothes to those unable to purchase even food is a fair field at all times.

The channels must I think be left pretty much to the subscribers or their committee. I should prefer the distribution to be made either through Government or by Government servants associated with committees to avoid all clashing or abuse of the charity by recipients, and to make both Government relief and private aid go as far as possible. Of course if life is not saved by Government, it should be by private charity if opportunity offers; but I think there should be few cases of this kind. I think that if Government is equal to the relief of the famine private charity should be restricted to objects of the kind mentioned in the question; though if funds are sufficient I should be inclined not to object to its taking up the subjects I have mentioned. Much depends on where and with what object the money is subscribed. In Orissa it was subscribed in consequence of the backwardness of Government. In 1877 because a terrible dread of a further and aggravated famine consequent on the apparent failure of the south-west monsoon was oppressing the people and the Government too, and that dread was only too natural. The railway could only feed four millions and would have been out of the field. The people had been fed with old stocks principally supplemented with what the railway was able to carry enough for about 360,000. Those stocks were being depleted, and the situation was becoming exceedingly dangerous and disastrous, and the loss of life must have been appalling had the season not changed for the better. The stocks must have been nearly exhausted, for there has been some magnificent harvest since, and yet prices have gone down very little.

Mr. Cook.

Private charity is not, I think, necessary at the beginning of a famine. At its height or perhaps better on its decline, it is very useful in setting up those ryots and others who have been impoverished, by enabling the former to purchase seed-grain, bullocks, &c., and by assisting the artisan class in buying or redeeming their implements of trade, &c. Saving life and giving food had much better, I think, be left to Government. I think it far more advisable that the private charity be distributed by district Government officials. Their position gives us a hold on them; their knowledge of the district enables them to be better judges, and as they have to be on the move when engaged in Government relief measures, they can very easily distribute the private charity also. I have tried distribution by private individuals, but found it, as a rule, to be a failure; for very soon they found out that moving about was very expensive, and they either remained at home and sent for those who chose to

Mr. Cook—continued.

come, or else they never worked at all. The result of all this was that the distribution was irregular and partial.

Rev. E. Chester.

(a.) If the richer Mahomedans in any locality inaugurate measures for the relief of distress among their own class, or if the rich of any special caste make the endeavor to look after and provide for the distress among their own caste people, such an undertaking should be encouraged as much as possible by the Government officials, who should show to such and to all the people that Government help cannot be hoped for until every other means of relief fails. In every stage of the famine while private charity is available, it should be employed in saving life and giving food, Government officials reserving Government funds for those localities where it is known there is no private charity being expended and none to be hoped for. Government should only be expected to enter in, with means of relief, when every other means fail.

(b.) To relieving marked distress and saving of life, and through those channels, in any given case or locality, which seems best to a Committee formed of six or more of the principal residents of the place, on which Committee there are one or more Government officials.

(c.) This would depend entirely upon who were the permanent residents of a given locality. I see no reason why Government servants might not assist non-officials in this matter.

(d.) I think so, as noted above.

(e.) I think not. If the famine was severe and the distress general, all the private charity which could be hoped for would not avail to relieve the entire number needing food to keep them alive. And this private charity should be devoted to helping as many as possible, and not confined to a few, giving them large amounts. By any other course than making the distribution of private charity as general as possible, there could not fail to be dissatisfaction among the people.

Rev. Bishop Caldwell.

It appears to me that the proper field for private charity may be described as the entire field left unoccupied by Government, such as—

- (1) Doles of money or uncooked food to sick persons unable to leave their homes;
- (2) Similar doles to women who have hitherto held a respectable position, especially widows (the "respectable poor" are sometimes greater sufferers than the poor of a lower class, but cannot safely be relieved by Government without going to a poor-house);
- (3) Cloths to destitute women;
- (4) Advances to cultivators for the purchase of seed and the hire of bullocks;
- (5) Advances to weavers and small traders to enable them to set up again in life;
- (6) Help to emigrants on their return to their villages to enable them to re-roof their houses;
- (7) Provision for orphan children.

In these particulars private charity may be asked to step in and mitigate the necessary hardness and severity of a Government system of relief.

**Rev. Bishop Caldwell**—continued.

Donors of private relief, however, should be on their guard against the abuse of their charity. They are exposed to the same danger as Government; but they have this great advantage, that they can freely select their agents, so that it may be considered that they have only themselves to blame if their charity does not reach the proper objects.

**Hon. G. N. Gajapati Row.**

It is desirable that that funds collected by private charity should be left at the disposal of Government. They may be applied at the height of famine for establishing poor-houses, and at the beginning and decline in helping the distressed in coin for carrying out their ordinary pursuits of trade and profession.

**Rev. Newport.**

In a famine extending over so great an area as that of 1877-78, private charity can meet but a very small portion of the distress. Whether Government does its duty or not in the matter of saving life, it is clear that private charity can touch but the fringe of the suffering to be alleviated. Any attempt to provide the necessities of life to any great portion of the population would soon exhaust the funds without producing any appreciable effect on the mass of the people.

I think, therefore, that a select and limited area of relief should be left to private charity, and this relief should not embrace the actual saving of life but rather the alleviation of the famine pressure in particular directions. For example, there are certain classes of artisans which might be aided exclusively by private charity. Artizans, such as blacksmiths, carpenters, weavers, and others, who are found in great numbers, would not fall under this head. But goldsmiths, engravers, electro-platers, painters on talc, ivory-carvers, rattan-workers, mat-weavers, and such artisans as are not numerous might form a select and restricted field for private relief. In places where gosha women are not numerous that field also might be taken up privately.

In most towns there are certain occupations that employ a limited number of hands. These would form a practicable and manageable field for private charity while the famine is at its height; and when the famine is subsiding, grants for the purchase of new tools or of materials for work, or of articles of domestic comfort, might be made to these and other persons.

Other modes of relief will occur to the minds of others. My idea is that private charity, being necessarily limited in its funds, should not attempt to fritter itself away by treading on the heels of Government relief and by picking up the stragglers to be found here and there, but should arrange with Government to take up a definitely-circumscribed work more or less extensive in different places according to (1) the non-official organisation available, and (2) the funds available for distribution.

The distribution of charitable relief to those who refuse to submit to the conditions and regulations of Government relief is, *as a rule* (to which there are of course exceptions), unadvisable to the last degree. No encouragement should be given by private charity to those who deliberately refuse to accept the relief provided by Government.

I have omitted all reference to the ryots under this head because my experience during the present famine has shown that private

**Rev. Newport**—continued.

charity is quite insufficient to relieve any appreciable proportion of the needy cultivators. Moreover the knowledge necessary for selecting the *most deserving* out of thousands who are *very* deserving is rarely to be found in those who have the management of the private funds; while those rejected must still go to Government for the relief they fail to get privately, or must be ruined. A limited area of relief by private charity appears to me to be alone suitable to (1) the limited knowledge possessed by the distributors of the subjects of relief, (2) the small organisation available for managing the relief, (3) the limited funds at the disposal of the distributors.

**Mr. Hurry Row.**

Leave private charity to flow of its own accord. The more the Government interferes with it, the more it dries up. Ramachunder Row and Raghoonathsawmy Row at Combaconum earned the gratitude of the people in Tanjore for their quiet mode of alleviating distress at Combaconum and its neighbourhood, while the charities of my father at Kovilady enabled thousands to get out of the jaws of death. The Maharanee of Indore contributed much to reduce the sufferings of respectable paupers at Sreerungum and several other places. If any private funds happen to come at the disposal of the Government, let them be used for the hospitals and gratuitous relief-camps established by Government. I would only save life and do no more. In my opinion, Government doing more would demoralise the people.

**QUESTION 44.**—What has the effect of famine been in your experience on the subsequent condition of a district? Where villages were deserted, have they been permanently depopulated, or has the population returned to them? Has much land been thrown out of cultivation, and for how long has this decrease in the cultivated area continued? Has it been due to want of cultivators, of plough-bullocks, or of capital and of seed-grain?

**QUESTION 45.**—In the case of the recent famine, what effects such as those just referred to have been produced? How many villages have been deserted, how many have been seriously affected? what is the reduction in the area under cultivation now compared with what it was two years ago? How many holdings have been abandoned? Have the landlords, or ryots with whom the settlements are made, been permanently impoverished in a serious degree? Is there any reason to anticipate increased difficulty in realizing rents or land-revenue for the next few years by reason of the recent pressure if the seasons are favorable? What proportions of landlords or ryots are likely to be dispossessed of their holdings through the action of the Revenue or Civil Courts as a consequence of distress produced by the famine? Has the agricultural population which has no beneficial interest in the land suffered more in proportion than other classes?

**Mr. Longley.**

In 1,136 villages more than 40 per cent. of the population were missing; what proportion of the missing must be credited to desertion from the village and what to death it is impossible to say without further information, for which I am now seeking.

The area under cultivation in the official year 1875-76 was 1,101,158 acres, and in the year 1877-78 865,881 acres. This reduction is 22 per cent. The above figures do not include the cultivation in zemindari, &c.

Mr. Longley—continued.

*How many holdings have been abandoned?*

Rent Roll.				Number of Holdings abandoned.
Puttas paying below 10 Rupees	...	...	...	17,847
Puttas paying between 10 and 30 Rupees	...	...	...	5,033
Do. 30 and 50	„	...	...	236
Do. 50 and 100	„	...	...	27
Do. 100 and 250	„	...	...	7
Puttas paying above 250	...	...	...	...
Total				23,150

NOTE.—These numbers are significant as showing the class who felt the pressure of the famine the most.

*Have the landlords or ryots with whom the Settlements are made been permanently impoverished in a serious degree?*

Yes. Landholders whose holdings have been abandoned may be considered to have been permanently impoverished in a serious degree. Such consist chiefly of small puttadars paying a revenue of under Rupees 50.

There is not much likelihood of these ryots reverting to their previous condition for the next few years, however favorable the seasons may be, as they will not have sufficient funds to resume their usual occupation. For this reason I apprehend serious difficulty in the recovery of the revenue from such small landholders.

*Has the agricultural population which has no beneficial interest in the land suffered more in proportion than other classes?*

Yes; on account of suspension of labor in the fields.

Mr. Crole.

Q. 44 &amp; 45.

The famine has thrown this district back five or six years. Many villages have been partially depopulated. The loss in population ranges from 28 to 34 *per cent.* on the Census of 1871. Few villages have been entirely depopulated. All have suffered. The decrease in cultivation up to date as compared with two years ago is about one-third.

There will for some time be increased difficulty in realizing the revenue. The agricultural population possessing no beneficial interest in the land have suffered much more in proportion than other classes.

Mr. Lewis Moore.

Q. 44 &amp; 45.

These two questions may be answered together by the statement that in this district the famine was at no time severely felt, and that therefore there is no cause whatever for the apprehension that the district will feel its baleful effects for any time. In the Manapparai Division of Kulittalai Taluk where the famine was more severe than elsewhere, the immediate result of the famine was that a considerable number of the cultivators emigrated to Ceylon. Many of these have not as yet returned, but as the crops this year in that portion of the country are excellent, even there the people are already rapidly recovering from the effects of the famine.

Mr. McC. Webster.

Q. 45.

The dry cultivation up to August of this year compared with the cultivation up to the same period in 1875 (1876 was a bad year) is 610,905 acres in the present year, against 587,187 acres in 1875. It is not possible within the time allowed to collect information as to the number of holdings abandoned, but the number of acres

Mr. McC. Webster—continued.

abandoned since 1875 is acres 8,531. This refers to lands given up by ordinary "Rajeenamah" and does not include lands which have been deserted. We have no record of the latter.

If the seasons are favorable there is no reason to anticipate increased difficulty in realizing rents or land revenue for the next few years by reason of the recent pressure, though there may be difficulty in realizing the arrears of this and last year. It is not possible to estimate the numbers of ryots likely to be dispossessed, though the records of the registration offices show that there has been a great increase in sale and mortgage deeds and money bonds. Distress has been equally heavy on all the poorer classes, agricultural laborers and weavers having suffered most.

Mr. Price.

Q. 45.

I think, with all deference, that this question is rather premature. No villages have been actually deserted. I quote from a report received to-day (16th September) from the Relief Officer in charge, Ponnéri Taluk, which will show how difficult it still is to make any reliable estimate in regard to the number of the population who have permanently deserted their villages in consequence of the famine. Mr. Innes, who is a good and active officer, and who has been some time in the Ponnéri Taluk, writes—"An immense number of the able-bodied cooly class who left their homes in search of employment have returned to their villages." Between March and the period of which Mr. Innes writes, a very large number of people must have returned. I myself, when in the taluk, ascertained this. The 10 per cent. difference found in March between the Census of 1871 and that of this year cannot therefore now really exist, and whatever difference might be found on a second census would have to be divided between deaths and absentees, to the former of which causes by far the larger number of cases would have to be assigned. Generally speaking, I should say that very few, if any, villages in this district have been seriously affected by the desertion of the population. I have recently had every reason to believe that the accounts of cultivation sent in in this district are utterly unreliable, and that the practice is not to write them up at all until August or September. In more than one taluk of this district I found that the cultivation up to June was entered as "nil," whereas, as I have personally ascertained, such was not the case. I enclose the last comparative statement of cultivation. This, I am perfectly convinced, is not yet correct. I know, from what I have seen when moving about, that the cultivation must be more than is stated. I believe that the return for October will show the cultivation nearly, if not quite, up to the mark. Two causes tending specially to decrease cultivation in this district, if any such decrease has occurred, have been—

- (1) That, pending the introduction of the new settlement, the disposal of durkhasts was, under orders of the Board, suspended for something like two years.
- (2) That the introduction of the new settlement has, as it always does for a brief period, given rise to more frequent relinquishments than are usual.

The number of holdings abandoned cannot be stated as the annual settlement is not yet over. I do not think that landlords and the better class of ryots, especially the former, have been permanently impoverished in a serious degree by the famine. They have in most instances, no doubt, suffered severely, and it will be some time ere they will be in the same position as the

Mr. Price—continued.

famine found them. Many will, I believe, never recover their former status, but these will not be the laborer, the landlord, or the ryots, who live wholly on the produce of their lands, but the very small farmer. These have parted long ago with their lands and what they had and have descended into the laborer class from which, with rare exceptions, they will not, in the present generation at any rate, emerge. As for the better class, two or three good seasons will set them right and the laborer will, as soon as prices fall, be as well off as he ever was. The landlords, *i.e.*, the puttah-holders, who are absentee proprietors, have suffered from high prices, and may have lost a part of their rents during the years of scarcity, but they will as a class take very good care to make this up when the favorable seasons come. I do not think that, as far as this district is concerned, there need be any difficulty, under the condition named, in collecting the rents and land-revenue as usual, at any rate after the crops of this year are in. It is impossible to say what proportion of landlords and ryots will be dispossessed of their holdings, through the action of the Revenue or Civil Courts, as a consequence of the famine. I could not say, even make a guess on this subject. The sales of land on account of arrears of revenue are thus far but small, and collections are making very fair progress.

As for sales by Civil Courts they cannot be many, as suits have fallen off a good deal and, as far as I know, the applications for transfers under Court decrees are but few. My experience of the famine has been that where money was lent to the ryots, it was but very seldom indeed upon the security of land, and that where that was the security, it was generally of so valuable a class that the owner would take good care not to part with it. I do not quite understand the bearing of the concluding portion of the question. If by "the agricultural population which has no beneficial interest in the land" is meant the agricultural laborer *pur et simple*, I should say that he is no worse off than others, but if the construction to be put upon the sentence is the occupier but not the owner of the land, then I should say that he has suffered more in proportion than the other classes. The ordinary ryot has had a very large proportion of the demand against him remitted, whilst the cultivating occupier has had to pay up to his landlord whenever possible to force him to do so; he has had no relief, but what he could get out of Government as a pauper either on works, in a poor-house, or on village relief.

Mr. J. G. Horsfall.

Q. 44.

I was in the Ganjam District in the famine of 1866. I was there again in 1876. The famine of 1866, severe as it was, is a thing of the past. The district recovered from the effects of it in a marvellously short period. With regard to Nandana (in 1832) famine in this district, I have already written above.

Clause 2.—No cases occurred in the recent famine in this district.

Clause 3.—No. I think rather that an impulse has been given to increased agriculture owing to high prices. In the Nandana famine large tracts were thrown out of cultivation, and it took years for the country to recover. This was not the case, I believe, with regard to the Ganjam famine of 1866. The recovery was almost simultaneously with the cessation of famine.

Clause 4.—In the Nandana famine the people deserted the country and perished to a large extent.

In 1866, in Ganjam, seed-grain was freely given.

Mr. J. G. Horsfall—continued.

It is too recent to pass any opinion upon.

*Clause 2.*—I do not think that any villages have been permanently deserted on account of the recent famine in this district. The General Deputy Collector states that in his division one hundred villages were deserted, but it is too soon to say whether this was only temporarily or not. In September last I met hundreds returning to their villages on my march from Guntur to Bezwada.

Our returns will show that there is a slight reduction in the extent cultivated this year compared with that it was two years ago.

*Clause 3.*—It is too early to answer this question.

*Clause 4.*—No, I should say not. Short produce must have been to a greater or less extent compensated by prevailing high prices.

The proportion of ryots, whose lands were attached and sold, is comparatively small.

*Clause 5.*—I think not. The General Deputy Collector is, however, of a different opinion.

*Clause 6.*—The General Deputy Collector estimates that in his division one-twentieth of the ryots are likely to be dispossessed of their holdings in consequence of the distress. This is, I think, an over-estimate. The proportion of landlords, as distinct from ryots, must be nil.

*Clause 7.*—Yes.

Mr. Fawcett.

Q. 45.

No villages have been deserted in this division. The whole of the Cumbum Taluk, with the exception, perhaps, of the villages under the Cumbum tank, has been seriously affected, as well as some villages in the southern part of Markapur. The Markapur Taluk as a whole ought to be nearly as well off as ever after the end of this harvest if it is not spoiled by rain. The Cumbum Taluk will not have recovered for a couple of years more even though the seasons be good.

The following table shows the reduction in the holdings in each taluk :—

Taluka.				Holdings in Fasli 1285.	Holdings in Fasli 1287.	Difference.
Cumbum	...	...	...	91,192·85	86,551·55	2,641·30
Markapur	...	...	...	103,696·32	83,236·77	20,459·55

Ryots do not show any falling off in the desire to cultivate. In the absence of anything to the contrary, it may be assumed from this that they are not permanently impoverished. The money-lender has no doubt a good hold on most of them, but I have no reason to believe that they are very much worse off in this respect than they were before the famine. Even though the season be favorable there will, however, be increased difficulty in realising the land-revenue for the next couple of years in the Cumbum Taluk at least, but if demands are not pressed too harshly, there will not I think be any more serious result.

Mr. Pinto.

Q. 45.

In tracts affected by famine and visited by me I found several huts in each village deserted in most cases ; in several parts almost three-fourths of the number of huts empty. In a few cases small