

20TH JUNE 1888, No. 440, REVENUE.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Court of Wards, dated 21st March 1888, No. 566 :—

H. S. THOMAS, Esq., F.L.S., F.Z.S.

J. GROSE, Esq., M.A.

C. A. GALTON, Esq., M.A.

Read—the following paper :—

MINUTE by J. H. GARSTIN, Esq., c.s.l., Second Member, Board of Revenue, dated 10th March 1888.

The rapidly-increasing demands of a progressive administration have, of late years, augmented the labor of Collectors so greatly that there is hardly one of them that has not got more work to get through than he can manage with satisfaction to himself or with real efficiency.

2. One of the many important duties that Collectors have to discharge is that of Agent to the Court of Wards, and when the estates in wardship in a district are numerous or large, or both, the additional labor and responsibility thrown on the Collector are very serious. More than one of these officers have complained to me personally of the heavy nature of their duties as Agents to the Court, and I think there are one or two complaints of this nature to be found in the official correspondence in the Board's office.

3. In reviewing the Court of Wards' administration report for fasli 1295, the Government made some severe remarks on the small amount of money expended on public works in some estates, and the total absence of all such expenditure in others. I proposed to my colleagues in a minute, that in replying to the Government review we should give some facts and figures to justify our apparent inaction, and at the same time to recommend that Collectors should be relieved of the direct responsibility of having to look after the execution of public works in estates which are not in charge of some responsible officers of the Public Works Department.

4. My colleagues did not accept my proposals, and, as I am still of opinion that, in some districts at all events, Collectors ought to be relieved of all direct responsibility in connection with public works in minors' estates, I formulate below my proposals for giving effect to this view, my main object being to enable the Court of Wards to exercise a closer and more searching control and scrutiny over the estates of their wards, both in respect of public works and general management, than they can now do through the medium of Collectors and managers.

5. There were at the end of June 1887 (fasli 1296) 48 estates under the Court of Wards. Since then three have been handed over to their owners, and six new ones have been taken charge of, thus making the present number 51. The figures for the 11 estates last taken charge of showing area, income, charges, &c., are not yet available; but I have had a list made out, which is appended, showing, as far as can be done, the holdings, income and cost of management of all the other estates, and I give below an abstract, which shows the above facts, district by district, for all the estates in each taken together. The net results is *roughly* that there are 47 estates, of which

the receipts for fasli 1296 were Rs. 27,20,000 (including Rs. 1,62,000 derived from interest on Government promissory notes), while the expenditure on public works amounted to Rs. 1,52,000, and the cost of management and contingencies to Rs. 1,83,000. This last item does not include the maintenance of the minors. In addition to the above is the charge for Government management, viz., $1\frac{1}{2}$ per cent. on the total receipts exclusive of the outlay on public works, establishment and contingencies, and the income from interest on Government promissory notes. This Government charge on the above figures came to about Rs. 33,000.

District.	Estates.	Holdings.	Current demand.	Receipts.	Cost of establishment and contingencies.	Expenditure on public works.	Interest on Government promissory notes included in column 6.	Remarks.
1	2	3	4	5	6	7	8	9
		ACS.	RS.	RS.	RS.	RS.	RS.	
Ganjam ..	9	140,434	6,60,498	8,70,828	42,780	46,458	1,40,190	Figures for one estate not available.
Vizagapatam ..	6	9,758	1,09,064	1,45,139	6,926	841	7,135	Do. do.
Godavari ..	3	3,329	24,459	29,058	3,376	1,263	1,559	Figures not available, except for receipts.
Kistna ..	2	..	..	1,80,093	..	..	..	Figures not available for two estates, except for receipts for one.
Cuddapah ..	1	485	1,904	4,754	257	1,032	393	Figures not available, except for receipts.
North Arcot ..	3	9,641	75,950	1,22,510	12,286	12,320	..	Figures not available for one estate, except for receipts.
Chingleput ..	1	..	..	24,400	..	..	..	Figures not available for one estate, except for receipts.
Tanjore ..	9	43,002	1,83,118	2,29,791	19,168	3,007	1,020	Figures not available for one estate, except for receipts.
Trichinopoly ..	3	6,754	30,313	35,086	1,870	150	3,170	Figures not available for one estate.
Madura ..	3	295,754	8,49,228	9,26,538	85,288	79,972	6,645	Figures not available, except for receipts.
Tinnevely ..	1	11,594	16,159	16,109	849	380	..	Figures not available for one estate, except for receipts.
Coimbatore ..	1	5,960	7,129	5,995	280	..	..	Figures not available, except for receipts.
Nilgiris ..	1	..	..	12,848	..	..	..	Figures not available, except for receipts.
Salem ..	3	12,311	34,827	65,232	2,543	964	..	Figures not available for one estate, except for receipts.
South Canara ..	2	300	9,743	12,603	583	45	182	Figures not available for one estate, except for receipts.
Malabar ..	3	12,006	36,529	39,571	7,544	1,162	2,619	Figures not available for one estate, except for receipts.
Total ..	51	551,328	20,38,921	27,20,555	1,83,750	1,47,594	1,62,913	

6. The figures above given are by no means exact or complete, for those relating to the expenditure of eleven estates are omitted altogether, as are also those relating to the receipts of four, of two of which the receipts will probably amount to 7 or 8 lakhs. These are Nidadavól and Kallikót *cum* Atagadá. I have, therefore, made additions, at a guess, to the above totals, to represent the probable receipts and expenditure of the whole fifty-one estates, as below. For the purpose of my proposals, I assume in fact—

The total receipts to be	RS.
The total Public Works outlay to be	36,00,000
The total expenditure on management and contingencies to be	2,00,000
The income from Government promissory notes to be	2,50,000

The Government charge would, therefore, be $1\frac{1}{2}$ per cent. on Rs. 36,00,000, less Rs. 7,00,000, or Rs. 43,500. Making allowance for possible over-estimating and for changes in the numbers of estates during the next three or four years, I take the Government charge at only Rs. 36,000 on an average, which is well within the mark I think.

7. I have not been able to get any figures showing the area of each estate, and therefore have been obliged to put up with those of the cultivated holdings only, which, of course, are much smaller.

8. My proposals then are, briefly, to ask Government to let us have two officers of the grade of Head Assistant or Acting Sub-Collector who should be appointed Assistant Agents to the Court of Wards and should be put in charge of all the estates under wardship, one officer taking those of the northern and the other of the southern half of the Presidency.

9. The duties of these officers would be to go from estate to estate within their divisions inspecting closely the wants of each in all respects and reporting on each, twice a year, giving particular attention to the way in which the managers do their work and to the condition of roads and works of irrigation. They should also have the framing of each estate budget, and when the wards live on or near their estates, they should make a point of seeing them as frequently as possible and noting how their guardians discharge their duties.

I think the two officers might be paid as follows:—

Salary	RS.
Establishment	1,000
Travelling allowances and batta	100 *
Contingencies	350
	50
Total	1,500

Two such officers and their establishments would cost about Rs. 36,000 a year, which might be met by doubling the percentage now charged by Government and making it 3 instead of $1\frac{1}{2}$ per cent. and devoting Rs. 36,000 of it to paying the additional establishment I propose. One officer would have the nine districts of

Ganjam,	Cuddapah,
Vizagapatam,	Kurnool,
Godavari,	Bellary and
Kistna,	Anantapur;
Nellore,	

while the other would have the ten districts of

Chingleput,	Trichinopoly,
North Arcot,	Tanjore,
South Arcot,	Madura,
Salem,	Tinnevely and
Coimbatore,	Malabar.

The districts of Madras, Nilgiris and South Canara would not at present form part of either officer's division, unless he is specially deputed to one of them by the Court of Wards.

10. The northern division officer would thus have charge of (at present) 21 estates and the southern division officer of 27 estates. The distribution is not by any means equal, because the one estate of Ramnad is as big as all the others in the Presidency put together, but this cannot be helped and will not last long, as the Ramnad minor will come of age in another year or so, and then the southern division will be relieved of the charge of it. The amount available for paying these officers would, of course, depend on the number of estates and their rent-rolls, so that when a large estate like Ramnad is removed from the charge of the Court, a redistribution of the charges of the two officers, or even the abolition of the appointment of one of them, might become necessary.

* One clerk on	RS.
One do	50
Two peons on	25
One attender on	16
	9
Total	100

11. I propose that the inspection reports of the Assistant Agents shall be written direct to the Court of Wards, but be forwarded through the Collector, so that he may have the opportunity of adding any remarks he pleases, for while I wish to relieve the Collector of the work and responsibility of immediate superintendence of estates, there is nothing to be gained by taking from him the name and position of Agent to the Court and he will still be the proper person to report the deaths of proprietors and the conditions of estates to which there are minor heirs.

12. I think that my proposals may possibly necessitate a modification of the existing Regulation V of 1804 in certain respects, chiefly as regards the appointment of Assistant Agents (though this may not be the case), and if it is resolved to alter it, the opportunity may be taken to introduce certain other alterations which, I think, are necessary, but which I need not specify here.

13. In carefully supervising the management of estates, it will probably be found necessary to recommend an increase of establishment for looking after public works, in the shape of overseers. This I regard as nearly certain, but I have made no provision for it, because I think the Assistant Agents will be the most competent persons to advise on the point after personal inspection of the estates and their works.

14. That something is needed to be done in the direction I have indicated I feel satisfied, and considering how severe the remarks of the Government are on the Public Works expenditure of wards' estates during fasli 1295, when Rs. 1,76,000 were spent, it may be expected that they will not be less severe when the Court's administration report for fasli 1296 is reviewed, as that shows only about Rs. 1,52,000 so spent. If, therefore, this minute is submitted at an early date to Government, as I wish it to be, either with or without the remarks of my colleagues, I think it possible that a consideration of its proposals may show Government that the matter has been under our consideration, and that a change in the system which has been at work for the last 84 years is necessary if better results are to be achieved; and that those which have called forth their animadversions were to a great extent beyond the control of Collectors and of the Court.

ENCLOSURE No. 1.—Statement.

ENCLOSURE No. 2.—Map.

Resolution—dated 21st March 1888, No. 566.

As requested by the Second Member of the Court of Wards, the Court resolve to submit the above minute for the orders of Government, together with their own views on the proposals.

2. The Court observe that the objects of the changes proposed in the minute are mainly two, viz. :—

- (1) To relieve Collectors from the too great strain of the work now imposed on them in some districts.
- (2) To increase the efficiency of the Public Works administration of the estates.

The Court are of opinion that the proposed appointment of two Assistant Agents, one for the northern and the other for the southern half of the Presidency, would not enable the Court "to exercise a closer and more searching control and scrutiny over the estates of their wards." One Assistant Agent would have charge of 21 estates scattered over 78,000 square miles, and the other would have charge of 27 estates scattered over 56,000 square miles. They would have to visit each estate twice a year to send inspection reports through the Collector, to observe whether engineering officers were required, to frame the budgets and to see the wards whenever they remained on or near their estates. To carry out this programme, the officer who has the southern

charge will have to visit 27 estates twice a year. Supposing him to be constantly travelling, and to take, on the average, a day to proceed from one estate to another, he will only have about five *working* days for each visit. The Court are of opinion that he could not learn enough in that time to compensate for the loss the estate would feel when the influence of the Collector and his immediate subordinates was weakened so much as it must be if the proposed system were introduced. It would be a distinct loss to disconnect the Collector from the administration of estates in the manner proposed, for, if the Special Assistant Agent reported direct to the Court, the Collector would consider himself relieved of responsibility and would cease to take an active interest in the business of the estate. Collectors, if they get sufficient assistance from Deputy Collectors, &c., could visit the few estates in their districts often enough and spend a longer time in them than the Assistant Agents. Being always near, constantly seeing and hearing petitioners and others who come from the estate and its neighbourhood, and having their cutcherries closely connected with the offices on the estates, they are likely to know much more about those estates than a young officer who is far away and in another district most of the year. The personal investigation of such an officer must, by reason of distance, be in the aggregate much less direct and real than that of the Collectors and their officers at present is. The important matter which has just been reported from the Chemudu estate, Vizagapatam district, is a case in point. None but an officer on the spot could have investigated* and laid bare the fraud by which it was attempted to foist on the Court a purchased child as if he were a born heir. The Court are of opinion that the agency of the Court of Wards is a necessary part of the position of a Collector and that it would be very bad policy to take it away or reduce it to a shadow. If Special Assistant Agents are appointed for the Presidency, no sending of inspection reports through the Collectors will make them feel themselves responsible. They may still be called Agents, but the Court fear they will be Agents only in name.

* *Vide* Proceedings of the Board of Revenue (Land Revenue), dated 27th March 1888, No. 320.

3. Adverting to the remarks of the Second Member regarding the overwork of Collectors, the Court observe that it is a matter that has been long well known and the necessary relief has been postponed owing to the financial impossibility of adequately increasing the district establishments. Some time ago, however, such relief was, in a measure, given by the appointment of Temporary Deputy Collectors in place of Assistant Collectors and now, quite recently, further relief has been afforded by the appointment of extra Deputy Collectors as Personal Assistants, so as to free Collectors from executive details and leave them only the duty of administration proper. The effect of this has not yet been tried and, until it has been, the Court think it is premature to propose other relief.

4. The Second Member thinks the cost of the special Agents, viz., Rs. 36,000, may be provided by doubling the percentage now charged as Government commission, but the Court do not think it would be enough only to double the percentage. They find that in the ten years from fasli 1285 to fasli 1294, the Government commission varied from Rs. 63,975 to Rs. 18,636 and that it averaged Rs. 31,146. To provide Rs. 36,000, in addition to the sum now realized, the percentage would have to be increased from $1\frac{1}{2}$ to 3.2. This seems to the Court an unduly large percentage.

5. As regards public works, the Court think that they can do nothing better than urge Collectors to see specially to this matter and assist them with practical instructions. This will be enough in ordinary cases. In others, the Court can obtain aid from the ranks of the Public Works Department, either by subsidizing its officers for a portion of their time when the estates are small and far apart, or when the estates are near each other, by clubbing them so as to employ the whole of an officer's time, as lately proposed in Madura (*vide* Court's Proceedings, 28th February 1888, No. 389). When estates are large, as in the case of Ramnad, the loan of an officer's whole time may be obtained.

6. The principles involved in this matter were considered when the Court's Proceedings, 7th January 1887, No. 1, were passed. The Court observe that there were then 285 estates under management in the North-Western Provinces, but they

have no Special Assistant Agents there, although, with but 51 estates in this Presidency, the Second Member considers such officers are necessary. The view taken by the Court is very much the same as that expressed in the letter from the Secretary to the Board of Revenue, Lower Provinces, to the Secretary to the Government of Bengal, dated 9th September 1880, No. 633 A, viz., "the general result of the reference made by the Board is that it is impossible to assist Collectors and Commissioners in the conduct of Court of Wards' work without taking it out of their hands altogether, and that it is not expedient to do this, as the only agency by which it could be done efficiently would be too expensive to adopt."

7. In the circumstances stated above, the Court are decidedly of opinion that the change proposed would be one altogether in the wrong direction.

(A true Copy and Extract.)

(Signed) R. S. BENSON,
Acting Secretary.

To the Secretary to Government, Revenue Department,
with a statement and a map and with copy of Court's
Proceedings, dated 23rd February 1888, No. 389.

ORDER—dated 20th June 1888, No. 440, Revenue.

Miscellaneous.

The Government entirely concur in
the opinion of the majority of the Court
of Wards.

(True Extract.)

(Signed) J. F. PRICE,
Secretary to Government.

To the Court of Wards.
,, the Public Works Department.

Exd. A. Aubert.

70 Copies.

No. 2170 dated 17 July 1888
Govt. of (1888) Madras.

REVENUE.

Recorded

1st of 1st

W

Issued

Recd.

Encl.

G.O., 20th June 1888, No. 440.

No. 2170 dated 17 July 1888
JUNE.

Assistant Agents to the Court
of Wards.

Concurring entirely in the opinion of the majority of the members regarding Mr. Garstin's proposal for the appointment of two —.

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5. There were at the end of June 1887 (fasli 1296) 48 estates under the Court of Wards. Since then three have been handed over to their owners, and six new ones have been taken charge of, thus making the present number 51. The figures for the 11 estates last taken charge of showing area, income, charges, &c., are not yet available; but I have had a list made out, which is appended, showing, as far as can be done, the holdings, income and cost of management of all the other estates, and I give below an abstract, which shows the above facts, district by district, for all the estates in each taken together. The net results is roughly that there are 47 estates, of which

the receipts for fasli 1296 were Rs. 27,20,000 (including Rs. 1,62,000 derived from interest on Government promissory notes), while the expenditure on public works amounted to Rs. 1,52,000, and the cost of management and contingencies to Rs. 1,83,000. This last item does not include the maintenance of the minors. In addition to the above is the charge for Government management, viz., $1\frac{1}{2}$ per cent. on the total receipts exclusive of the outlay on public works, establishment and contingencies, and the income from interest on Government promissory notes. This Government charge on the above figures came to about Rs. 33,000.

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The total receipts to be	...	...	...	...	Rs.
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The total expenditure on management and contingencies to be	...	...	...	...	2,00,000
The income from Government promissory notes to be	...	...	...	...	2,50,000
The Government charge would be	...	...	...	...	2,50,000

The Government charge would, therefore, be $1\frac{1}{2}$ per cent. on Rs. 36,00,000, less Rs. 7,00,000, or Rs. 43,500. Making allowance for possible over-estimating and for changes in the numbers of estates during the next three or four years, I take the Government charge at only Rs. 36,000 on an average, which is well within the mark I think.

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I think the two officers might be paid as follows:—

									RS.
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Contingencies	...	...	...	...	...	...	...	...	50
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Two such officers and their establishments would cost about Rs. 36,000 a year, which might be met by doubling the percentage now charged by Government and making it 3 instead of $1\frac{1}{2}$ per cent. and devoting Rs. 36,000 of it to paying the additional establishment I propose. One officer would have the nine districts of

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12. I think that my proposals may possibly necessitate a modification of the existing Regulation V of 1804 in certain respects, chiefly as regards the appointment of Assistant Agents (though this may not be the case), and if it is resolved to alter it, the opportunity may be taken to introduce certain other alterations which, I think, are necessary, but which I need not specify here.

13. In carefully supervising the management of estates, it will probably be found necessary to recommend an increase of establishment for looking after public works, in the shape of overseers. This I regard as nearly certain, but I have made no provision for it, because I think the Assistant Agents will be the most competent persons to advise on the point after personal inspection of the estates and their works.

14. That something is needed to be done in the direction I have indicated I feel satisfied, and considering how severe the remarks of the Government are on the Public Works expenditure of wards' estates during fasli 1295, when Rs. 1,76,000 were spent, it may be expected that they will not be less severe when the Court's administration report for fasli 1296 is reviewed, as that shows only about Rs. 1,52,000 so spent. If, therefore, this minute is submitted at an early date to Government, as I wish it to be, either with or without the remarks of my colleagues, I think it possible that a consideration of its proposals may show Government that the matter has been under our consideration, and that a change in the system which has been at work for the last 84 years is necessary if better results are to be achieved; and that those which have called forth their animadversions were to a great extent beyond the control of Collectors and of the Court.

ENCLOSURE No. 1.—Statement.

ENCLOSURE No. 2.—Map.

Resolution—dated 21st March 1888, No. 566.

As requested by the Second Member of the Court of Wards, the Court resolve to submit the above minute for the orders of Government, together with their own views on the proposals.

2. The Court observe that the objects of the changes proposed in the minute are mainly two, viz. :—

- (1) To relieve Collectors from the too great strain of the work now imposed on them in some districts.
- (2) To increase the efficiency of the Public Works administration of the estates.

The Court are of opinion that the proposed appointment of two Assistant Agents, one for the northern and the other for the southern half of the Presidency, would not enable the Court "to exercise a closer and more searching control and scrutiny over the estates of their wards." One Assistant Agent would have charge of 21 estates scattered over 78,000 square miles, and the other would have charge of 27 estates scattered over 56,000 square miles. They would have to visit each estate twice a year to send inspection reports through the Collector, to observe whether engineering officers were required, to frame the budgets and to see the wards whenever they remained on or near their estates. To carry out this programme, the officer who has the southern

charge will have to visit 27 estates twice a year. Supposing him to be constantly travelling, and to take, on the average, a day to proceed from one estate to another, he will only have about five *working* days for each visit. The Court are of opinion that he could not learn enough in that time to compensate for the loss the estate would feel when the influence of the Collector and his immediate subordinates was weakened so much as it must be if the proposed system were introduced. It would be a distinct loss to disconnect the Collector from the administration of estates in the manner proposed, for, if the Special Assistant Agent reported direct to the Court, the Collector would consider himself relieved of responsibility and would cease to take an active interest in the business of the estate. Collectors, if they get sufficient assistance from Deputy Collectors, &c., could visit the few estates in their districts often enough and spend a longer time in them than the Assistant Agents. Being always near, constantly seeing and hearing petitioners and others who come from the estate and its neighbourhood, and having their cutcherries closely connected with the offices on the estates, they are likely to know much more about those estates than a young officer who is far away and in another district most of the year. The personal investigation of such an officer must, by reason of distance, be in the aggregate much less direct and real than that of the Collectors and their officers at present is. The important matter which has just been reported from the Chemudu estate, Vizagapatam district, is a case in point. None but an officer on the spot

* *Vide* Proceedings of the Board of Revenue (Land Revenue), dated 27th March 1888, No. 320. could have investigated* and laid bare the fraud by which it was attempted to foist on the Court a purchased child as if he

were a born heir. The Court are of opinion that the agency of the Court of Wards is a necessary part of the position of a Collector and that it would be very bad policy to take it away or reduce it to a shadow. If Special Assistant Agents are appointed for the Presidency, no sending of inspection reports through the Collectors will make them feel themselves responsible. They may still be called Agents, but the Court fear they will be Agents only in name.

3. Adverting to the remarks of the Second Member regarding the overwork of Collectors, the Court observe that it is a matter that has been long well known and the necessary relief has been postponed owing to the financial impossibility of adequately increasing the district establishments. Some time ago, however, such relief was, in a measure, given by the appointment of Temporary Deputy Collectors in place of Assistant Collectors and now, quite recently, further relief has been afforded by the appointment of extra Deputy Collectors as Personal Assistants, so as to free Collectors from executive details and leave them only the duty of administration proper. The effect of this has not yet been tried and, until it has been, the Court think it is premature to propose other relief.

4. The Second Member thinks the cost of the special Agents, viz., Rs. 36,000, may be provided by doubling the percentage now charged as Government commission, but the Court do not think it would be enough only to double the percentage. They find that in the ten years from fasli 1285 to fasli 1294, the Government commission varied from Rs. 63,975 to Rs. 18,636 and that it averaged Rs. 31,146. To provide Rs. 36,000, in addition to the sum now realized, the percentage would have to be increased from $1\frac{1}{2}$ to 3.2. This seems to the Court an unduly large percentage.

5. As regards public works, the Court think that they can do nothing better than urge Collectors to see specially to this matter and assist them with practical instructions. This will be enough in ordinary cases. In others, the Court can obtain aid from the ranks of the Public Works Department, either by subsidizing its officers for a portion of their time when the estates are small and far apart, or when the estates are near each other, by clubbing them so as to employ the whole of an officer's time, as lately proposed in Madura (*vide* Court's Proceedings, 28th February 1888, No. 389). When estates are large, as in the case of Ramnad, the loan of an officer's whole time may be obtained.

6. The principles involved in this matter were considered when the Court's Proceedings, 7th January 1887, No. 1, were passed. The Court observe that there were then 285 estates under management in the North-Western Provinces, but they

have no Special Assistant Agents there, although, with but 51 estates in this Presidency, the Second Member considers such officers are necessary. The view taken by the Court is very much the same as that expressed in the letter from the Secretary to the Board of Revenue, Lower Provinces, to the Secretary to the Government of Bengal, dated 9th September 1880, No. 633 A, viz., "the general result of the reference made by the Board is that it is impossible to assist Collectors and Commissioners in the conduct of Court of Wards' work without taking it out of their hands altogether, and that it is not expedient to do this, as the only agency by which it could be done efficiently would be too expensive to adopt."

7. In the circumstances stated above, the Court are decidedly of opinion that the change proposed would be one altogether in the wrong direction.

(A true Copy and Extract.)

(Signed) R. S. BENSON,
Acting Secretary.

To the Secretary to Government, Revenue Department,
with a statement and a map and with copy of Court's
Proceedings, dated 23rd February 1888, No. 389.

ORDER—dated 20th June 1888, No. 440, Revenue.

Miscellaneous.

The Government entirely concur in
the opinion of the majority of the Court
of Wards.

(True Extract.)

(Signed) J. F. PRICE,
Secretary to Government.

To the Court of Wards.
,, the Public Works Department.

Exd. A. Aubert.

70 Copies.

No 2170 W of 17 July 1888

Gobt. of (1888) Madras.

REVENUE.

Recorded

1884 10th
W.

Issued

Recd.

Encl.

G.O., 20th June 1888, No. 440.

No 2170 W of 17 July 1888

JUNE.

Assistant Agents to the Court
of Wards.

Concurring entirely in the opinion of the majority of the members regarding Mr. Garstin's proposal for the appointment of two —.

20TH JUNE 1888, No. 440, REVENUE.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Court of Wards, dated 21st March 1888, No. 566 :—

H. S. THOMAS, Esq., F.L.S., F.Z.S.

J. GROSE, Esq., M.A.

C. A. GALTON, Esq., M.A.

Read—the following paper :—

MINUTE by J. H. GARSTIN, Esq., C.S.I., Second Member, Board of Revenue, dated 10th March 1888.

The rapidly-increasing demands of a progressive administration have, of late years, augmented the labor of Collectors so greatly that there is hardly one of them that has not got more work to get through than he can manage with satisfaction to himself or with real efficiency.

2. One of the many important duties that Collectors have to discharge is that of Agent to the Court of Wards, and when the estates in wardship in a district are numerous or large, or both, the additional labor and responsibility thrown on the Collector are very serious. More than one of these officers have complained to me personally of the heavy nature of their duties as Agents to the Court, and I think there are one or two complaints of this nature to be found in the official correspondence in the Board's office.

3. In reviewing the Court of Wards' administration report for fasli 1295, the Government made some severe remarks on the small amount of money expended on public works in some estates, and the total absence of all such expenditure in others. I proposed to my colleagues in a minute, that in replying to the Government review we should give some facts and figures to justify our apparent inaction, and at the same time to recommend that Collectors should be relieved of the direct responsibility of having to look after the execution of public works in estates which are not in charge of some responsible officers of the Public Works Department.

4. My colleagues did not accept my proposals, and, as I am still of opinion that, in some districts at all events, Collectors ought to be relieved of all direct responsibility in connection with public works in minors' estates, I formulate below my proposals for giving effect to this view, my main object being to enable the Court of Wards to exercise a closer and more searching control and scrutiny over the estates of their wards, both in respect of public works and general management, than they can now do through the medium of Collectors and managers.

5. There were at the end of June 1887 (fasli 1296) 48 estates under the Court of Wards. Since then three have been handed over to their owners, and six new ones have been taken charge of, thus making the present number 51. The figures for the 11 estates last taken charge of showing area, income, charges, &c., are not yet available; but I have had a list made out, which is appended, showing, as far as can be done, the holdings, income and cost of management of all the other estates, and I give below an abstract, which shows the above facts, district by district, for all the estates in each taken together. The net results is roughly that there are 47 estates, of which

the receipts for fasli 1296 were Rs. 27,20,000 (including Rs. 1,62,000 derived from interest on Government promissory notes), while the expenditure on public works amounted to Rs. 1,52,000, and the cost of management and contingencies to Rs. 1,83,000. This last item does not include the maintenance of the minors. In addition to the above is the charge for Government management, viz., $1\frac{1}{2}$ per cent. on the total receipts exclusive of the outlay on public works, establishment and contingencies, and the income from interest on Government promissory notes. This Government charge on the above figures came to about Rs. 33,000.

District.	Estates.	Holdings.	Current demand.	Receipts.	Cost of establishment and contingencies.	Expenditure on public works.	Interest on Government promissory notes included in column 5.	Remarks.
1	2	3	4	5	6	7	8	9
Ganjam ..	9	ACS. 140,434	RS. 6,60,498	RS. 8,70,828	RS. 42,780	RS. 46,458	RS. 1,40,190	Figures for one estate not available.
Vizagapatam ..	6	9,758	1,09,064	1,45,139	6,926	841	7,135	Do. do.
Godavari ..	3	3,329	24,459	29,058	3,376	1,263	1,559	Figures not available, except for receipts.
Kistna ..	2	..	..	1,80,093	..	..	..	Figures not available for two estates, except for receipts for one.
Cuddapah ..	1	485	1,904	4,754	257	1,032	393	Figures not available, except for receipts.
North Arcot ..	3	9,641	75,950	1,22,510	12,286	12,320	..	Figures not available, except for receipts.
Chingleput ..	1	..	..	24,400	..	..	..	Figures not available, except for receipts.
Tanjore ..	9	43,002	1,83,118	2,29,791	19,168	3,007	1,020	Figures not available for one estate, except for receipts.
Trichinopoly ..	3	6,754	30,313	35,086	1,870	150	3,170	Figures not available for one estate.
Madura ..	3	295,754	8,49,228	9,26,538	85,288	79,972	6,645	Figures not available, except for receipts.
Tinnevely ..	1	11,594	16,159	16,109	849	380	..	Figures not available for one estate, except for receipts.
Coimbatore ..	1	5,960	7,129	5,995	280	..	..	Figures not available, except for receipts.
Nilgiris ..	1	..	..	12,848	..	..	..	Figures not available, except for receipts.
Salem ..	3	12,311	34,827	65,232	2,543	964	..	Figures not available, except for receipts.
South Canara ..	2	300	9,743	12,603	583	45	182	Figures not available for one estate, except for receipts.
Malabar ..	3	12,006	36,629	39,571	7,544	1,162	2,619	..
Total ..	51	551,328	20,38,921	27,20,555	1,83,750	1,47,594	1,62,913	..

6. The figures above given are by no means exact or complete, for those relating to the expenditure of eleven estates are omitted altogether, as are also those relating to the receipts of four, of two of which the receipts will probably amount to 7 or 8 lakhs. These are Nidadavól and Kallikót *cum* Atagadá. I have, therefore, made additions, at a guess, to the above totals, to represent the probable receipts and expenditure of the whole fifty-one estates, as below. For the purpose of my proposals, I assume in fact—

The total receipts to be	RS. 36,00,000
The total Public Works outlay to be	2,00,000
The total expenditure on management and contingencies to be	2,50,000
The income from Government promissory notes to be	2,50,000

The Government charge would, therefore, be $1\frac{1}{2}$ per cent. on Rs. 36,00,000, less Rs. 7,00,000, or Rs. 43,500. Making allowance for possible over-estimating and for changes in the numbers of estates during the next three or four years, I take the Government charge at only Rs. 36,000 on an average, which is well within the mark. I think.

7. I have not been able to get any figures showing the area of each estate, and therefore have been obliged to put up with those of the cultivated holdings only, which, of course, are much smaller.

8. My proposals then are, briefly, to ask Government to let us have two officers of the grade of Head Assistant or Acting Sub-Collector who should be appointed Assistant Agents to the Court of Wards and should be put in charge of all the estates under wardship, one officer taking those of the northern and the other of the southern half of the Presidency.

9. The duties of these officers would be to go from estate to estate within their divisions inspecting closely the wants of each in all respects and reporting on each, twice a year, giving particular attention to the way in which the managers do their work and to the condition of roads and works of irrigation. They should also have the framing of each estate budget, and when the wards live on or near their estates, they should make a point of seeing them as frequently as possible and noting how their guardians discharge their duties.

I think the two officers might be paid as follows:—

Salary ..	RS. 1,000
Establishment ..	100 *
Travelling allowances and batta ..	350
Contingencies ..	50
Total ..	1,500

Two such officers and their establishments would cost about Rs. 36,000 a year, which might be met by doubling the percentage now charged by Government and making it 3 instead of $1\frac{1}{2}$ per cent. and devoting Rs. 36,000 of it to paying the additional establishment I propose. One officer would have the nine districts of

Ganjam,	Cuddapah,
Vizagapatam,	Kurnool,
Godavari,	Bellary and
Kistna,	Anantapur;
Nellore,	

while the other would have the ten districts of

Chingleput,	Trichinopoly,
North Arcot,	Tanjore,
South Arcot,	Madura,
Salem,	Tinnevely and
Coimbatore,	Malabar.

The districts of Madras, Nilgiris and South Canara would not at present form part of either officer's division, unless he is specially deputed to one of them by the Court of Wards.

10. The northern division officer would thus have charge of (at present) 21 estates and the southern division officer of 27 estates. The distribution is not by any means equal, because the one estate of Ramnad is as big as all the others in the Presidency put together, but this cannot be helped and will not last long, as the Ramnad minor will come of age in another year or so, and then the southern division will be relieved of the charge of it. The amount available for paying these officers would, of course, depend on the number of estates and their rent-rolls, so that when a large estate like Ramnad is removed from the charge of the Court, a redistribution of the charges of the two officers, or even the abolition of the appointment of one of them, might become necessary.

* One clerk on ..	RS. 50
One do ..	25
Two peons on ..	16
One attender on ..	9
Total ..	100

11. I propose that the inspection reports of the Assistant Agents shall be written direct to the Court of Wards, but be forwarded through the Collector, so that he may have the opportunity of adding any remarks he pleases, for while I wish to relieve the Collector of the work and responsibility of immediate superintendence of estates, there is nothing to be gained by taking from him the name and position of Agent to the Court and he will still be the proper person to report the deaths of proprietors and the conditions of estates to which there are minor heirs.

12. I think that my proposals may possibly necessitate a modification of the existing Regulation V of 1804 in certain respects, chiefly as regards the appointment of Assistant Agents (though this may not be the case), and if it is resolved to alter it, the opportunity may be taken to introduce certain other alterations which, I think, are necessary, but which I need not specify here.

13. In carefully supervising the management of estates, it will probably be found necessary to recommend an increase of establishment for looking after public works, in the shape of overseers. This I regard as nearly certain, but I have made no provision for it, because I think the Assistant Agents will be the most competent persons to advise on the point after personal inspection of the estates and their works.

14. That something is needed to be done in the direction I have indicated I feel satisfied, and considering how severe the remarks of the Government are on the Public Works expenditure of wards' estates during fasli 1295, when Rs. 1,76,000 were spent, it may be expected that they will not be less severe when the Court's administration report for fasli 1296 is reviewed, as that shows only about Rs. 1,52,000 so spent. If, therefore, this minute is submitted at an early date to Government, as I wish it to be, either with or without the remarks of my colleagues, I think it possible that a consideration of its proposals may show Government that the matter has been under our consideration, and that a change in the system which has been at work for the last 84 years is necessary if better results are to be achieved; and that those which have called forth their animadversions were to a great extent beyond the control of Collectors and of the Court.

ENCLOSURE No. 1.—Statement.

ENCLOSURE No. 2.—Map.

Resolution—dated 21st March 1888, No. 566.

As requested by the Second Member of the Court of Wards, the Court resolve to submit the above minute for the orders of Government, together with their own views on the proposals.

2. The Court observe that the objects of the changes proposed in the minute are mainly two, viz. :—

- (1) To relieve Collectors from the too great strain of the work now imposed on them in some districts.
- (2) To increase the efficiency of the Public Works administration of the estates.

The Court are of opinion that the proposed appointment of two Assistant Agents, one for the northern and the other for the southern half of the Presidency, would not enable the Court "to exercise a closer and more searching control and scrutiny over the estates of their wards." One Assistant Agent would have charge of 21 estates scattered over 78,000 square miles, and the other would have charge of 27 estates scattered over 56,000 square miles. They would have to visit each estate twice a year to send inspection reports through the Collector, to observe whether engineering officers were required, to frame the budgets and to see the wards whenever they remained on or near their estates. To carry out this programme, the officer who has the southern

charge will have to visit 27 estates twice a year. Supposing him to be constantly travelling, and to take, on the average, a day to proceed from one estate to another, he will only have about five *working* days for each visit. The Court are of opinion that he could not learn enough in that time to compensate for the loss the estate would feel when the influence of the Collector and his immediate subordinates was weakened so much as it must be if the proposed system were introduced. It would be a distinct loss to disconnect the Collector from the administration of estates in the manner proposed, for, if the Special Assistant Agent reported direct to the Court, the Collector would consider himself relieved of responsibility and would cease to take an active interest in the business of the estate. Collectors, if they get sufficient assistance from Deputy Collectors, &c., could visit the few estates in their districts often enough and spend a longer time in them than the Assistant Agents. Being always near, constantly seeing and hearing petitioners and others who come from the estate and its neighbourhood, and having their cutcherries closely connected with the offices on the estates, they are likely to know much more about those estates than a young officer who is far away and in another district most of the year. The personal investigation of such an officer must, by reason of distance, be in the aggregate much less direct and real than that of the Collectors and their officers at present is. The important matter which has just been reported from the Chemudu estate, Vizagapatam district, is a case

in point. None but an officer on the spot could have investigated* and laid bare the fraud by which it was attempted to foist on the Court a purchased child as if he

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3. Adverting to the remarks of the Second Member regarding the overwork of Collectors, the Court observe that it is a matter that has been long well known and the necessary relief has been postponed owing to the financial impossibility of adequately increasing the district establishments. Some time ago, however, such relief was, in a measure, given by the appointment of Temporary Deputy Collectors in place of Assistant Collectors and now, quite recently, further relief has been afforded by the appointment of extra Deputy Collectors as Personal Assistants, so as to free Collectors from executive details and leave them only the duty of administration proper. The effect of this has not yet been tried and, until it has been, the Court think it is premature to propose other relief.

4. The Second Member thinks the cost of the special Agents, viz., Rs. 36,000, may be provided by doubling the percentage now charged as Government commission, but the Court do not think it would be enough only to double the percentage. They find that in the ten years from fasli 1285 to fasli 1294, the Government commission varied from Rs. 63,975 to Rs. 18,636 and that it averaged Rs. 31,146. To provide Rs. 36,000, in addition to the sum now realized, the percentage would have to be increased from $1\frac{1}{2}$ to 3.2. This seems to the Court an unduly large percentage.

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6. The principles involved in this matter were considered when the Court's Proceedings, 7th January 1887, No. 1, were passed. The Court observe that there were then 285 estates under management in the North-Western Provinces, but they

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7. In the circumstances stated above, the Court are decidedly of opinion that the change proposed would be one altogether in the wrong direction.

(A true Copy and Extract.)

(Signed) R. S. BENSON,
Acting Secretary.

To the Secretary to Government, Revenue Department,
with a statement and a map and with copy of Court's
Proceedings, dated 23rd February 1888, No. 339.

ORDER—dated 20th June 1888, No. 440, Revenue.

Miscellaneous.

The Government entirely concur in
the opinion of the majority of the Court
of Wards.

(True Extract.)

J. A. Aubert.
Under Secretary to Government.

To the Court of Wards.
„ the Public Works Department. ✓

Exd. A. Aubert.

70 Copies.

P.W. Cu. 6977

Govt. of (1888) Madras.

REVENUE.

B. No. 2170 Wd of 17 July 1888

Recorded
Recorded

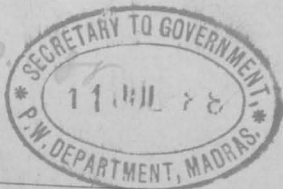
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11/7/88

Issued

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Encl.

G.O., 20th June 1888, No. 440.

No. 2170 Wd of 17 July 1888

JUNE.

Assistant Agents to the Court
of Wards.

Concurring entirely in the opinion of the majority of the members regarding Mr. Garstin's proposal for the appointment of two —.

2 copies to body
for the order

11/7/88

18/7