(1) பக்கங்களின் எண்ணிக்கை _____

(2) புதுக்கித் திருப்பிய நாள் _____

(3) ஆதாரங் குறிப்பவர் கருக்கொப்பம் _____

தமிழ்நாடு ஆவணக் காப்பகம்.

தமிழ்நாடு அரசு

Revenue துறை

அரசாணை எண்.
மு. கோப்புத் தாள் எண்.

அச்சகம்.
பல்வகை

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... ன் கூர்படாது கையாளவோ கூடாது.

துண்டுகள் 190

... I—18,006—6-9-90.

பாதுகாப்பு பிரிவு-1

செய்யவேண்டியவர் 60.1.07

செய்யவேண்டிய தேதி 17-1-07
கொண்டுவரப்பட்ட நாள்
பட்டுவாடா செய். 3/07

முதல் முறையாக. கையொப்பம்
2-ம் முறையாக. கையொப்பம்
உதவியாளர் கையொப்பம்

No. 1353 A.

No. 88 Extract from the Minutes of Consultation under date the 24th December 1857.

Read again the following papers.

Letter from the Commissioner for the Revision of Civil Salaries and Establishments dated 10th September, and recorded in Diary to Consultation 21st October 1856.

Minute by the Right Honorable the President, dated 2nd Nov. 1857.
Minute by His Ex. the Commander in Chief, dated 2nd „ „
Minute by the Honorable Mr. Walter Elliot, dated 2nd Dec. „
Minute by the Honorable Mr. W. A. Morehead, dated 5th „ „
} Recorded in Diary after Cons. 23d Dec. 1857, No. 1353.

1. In one of the Reports which accompanied the letter above read, Mr. Ricketts enters upon a discussion of the salaries to be allowed to Uncovenanted officers. This is a subject of serious importance, beset with difficulties, and one on which the Government would wish to have avoided discussion at the present time, more especially as it is admitted by the Commissioner, that "concession may be for a time a dead letter." *Para.* 20.

2. In this matter there are two distinct questions to be solved.

1st. The description of employment and the amount of emolument to be allotted to the Uncovenanted service, strictly as such.

2d. Whether any, and what opportunities should be afforded to the officers of that service for obtaining offices equal in duties, position, and emoluments, to the highest in the Covenanted Service.

3. With respect to the first question, the Government would observe that the Uncovenanted branch of the service has heretofore been regarded at this Presidency as a means of obtaining a valuable description of agency for the performance of routine duties, beyond the capacity of the ordinary class of Clerks, and yet needlessly occupying the time of the heads of Departments; and that as education advanced, and improvement followed, measures have, from time to time, been taken to extend the prospects of the Uncovenanted Service by calling their services into requisition in higher fields of labor. The Government are of opinion that, considering the general qualification and attainments of the Uncovenanted servants in this Presidency, sufficient openings have been given to them. The office of Principal Sudr Ameen has only been raised to its present level within the last few years; and very lately the Government of India were applied to, to sanction the appointment of 60 Uncovenanted Deputy and Assistant Collectors, on salaries ranging from 250 to 600 Rupees per mensem, involving an aggregate expenditure of nearly three and a half lacs of Rupees; the post of Deputy Collector of Sea Customs it is proposed shall be hereafter filled by an Uncovenanted servant, the Post Office at the Presidency is already in charge of an officer of that service, and the proposed changes in the Police will offer still more openings. The Government are not at present prepared to advocate any further extension of the measure.

4. The Government do not coincide in Mr. Ricketts' opinion that Europeans should be debarred the opportunity of entering the Uncovenanted branch, except in case of a deficiency of East Indians and Natives. They think it is a duty incumbent on the Government to procure the services of the best men, and they cannot consider the probability of obtaining energy and loyalty, otherwise than a strong recommendation. They do not however apprehend that the number of European candidates will ever be so great as to interfere materially with the interests of those born in the country.

5. The subject comprehended in the second question, viz. the opportunities to be afforded to the Uncovenanted branch for obtaining offices hitherto held by the Covenanted Service, is one of deep importance. No one will doubt the advisability of giving openings to the natives of

the country for the attainment of position, distinction, and emolument, but the Government are disposed, very seriously to question, whether the present is the right time for effecting this, or whether the course suggested by the Commissioner is likely to prove satisfactory.

6. Mr. Ricketts proposes to extend their sphere of duty and to admit them to some of the highest offices in the State; he gives a list of those to which he considers them eligible, embracing seats in the Legislative Council, and on the bench of the Sudr Udalut, and he suggests that certain executive offices, now held only by Covenanted officers, should be placed at the disposal of the different Governments, to be by them filled up, at their discretion, by nominations from the Uncovenanted branch, "supposing these to be found thoroughly qualified for the performance of the duties."

3 *Judgeships.*
3 *Collectorates.*
3 *Magistracies.*

7. The Government consider it to be very questionable whether it is practicable to carry out these measures in the present relative condition of European and Native interests. The ranks of the Uncovenanted Service are equally open to the European and East Indian as to the Native, but the confined numbers of the two former, relatively with the Native population, requires the question to be considered principally as it bears on the latter class.

8. The first point of enquiry which suggests itself in regard to Mr. Ricketts' proposition is what constitutes "thorough qualification," and where such is to be found. The answer is obvious, and may be given by a reference to the Covenanted Service. It is conceded by the Commissioner that such a service is not only advisable but necessary; it has been established for the purpose, not only of ensuring to Government the labours of efficient officers for a certain stipulated period of time, but also to secure to it, looking to its position in this country, a certain number of able men, who are bound by all the feelings and ties of race, of country, and of principle, to maintain its supremacy.

9. In the discussion of a question of this nature, classes, and not individuals must be considered; and looking to circumstances and events at present occurring, it seems doubtful whether the thorough qualifications contemplated by the Commissioner are likely to be met with, and whether, looking to the very small numbers of the Covenanted service, it would be advisable to run any risk, by diminishing its strength.

10. The Commissioner would limit the appointments at first to those in the judicial line, but it appears to Government that political capital can be made and intrigue be carried on, as well in that as in any other department of the State, and probably with better success from being less open to suspicion and to detection.

11. The course proposed by the Commissioner of allowing certain offices to be filled up at the discretion of the several Governments from members of the Uncovenanted branch, is likely to be attended with no small inconvenience; and it would place the Government in a most invidious position. If such discretionary power were given, the people of the country would at once aspire to the offices declared open to them, and would not believe that they were not fully capable of undertaking the responsibilities involved in their acceptance: on the other hand, the authorities, supposing that the candidates who had offered themselves were not competent, would either have to sacrifice the interests of Government by their appointment, or to offer, by a refusal, what would certainly be viewed as an insult to a whole community.

12. It appears to the Government that the better way of throwing open the higher employments to the Natives of the country, should such a measure still be deemed necessary, would be to insist on entrance into the Covenanted Service, not however in the manner in which English young men are admitted, but by requiring that a sufficient standing should be obtained in the Uncovenanted Service in India in the first instance, and that a certain period should be subsequently passed in England. The British in India represent a paramount race, professing to be superior in attainments, in civilization, and in all the qualifications appropriate to a governing class; it is necessary therefore that they should support their own dignity of character, and in doing so, they doubtless act most truly and most honorably by the natives of the country. If

the latter wish to be raised to official equality with educated English Gentlemen, it is essential that they should be capable of sympathizing with them morally, socially, and intellectually, to some extent at least, as without some such degree of concord, men cannot be expected to act together long, particularly in conducting the important affairs of Government. If the natives do not raise themselves to the standard necessary to fit them for the higher employments of the state, and if offices with similar obligations and responsibilities are to be held by both races, the Covenanted Service must of necessity descend to their standard, and the consequence of adopting such an alternative, it is not difficult to predict.

13. Mr. Ricketts would seem to regard Greek and Latin as unnecessary for Judges in India, but if it be an object to improve the state of this country by the introduction of Western civilization, which is mainly founded, and more especially its system of jurisprudence, on the works of the sages of Greece and Rome, it appears to the Government that, although it may not be necessary to distinction that every man should be a scholar in those languages, yet it is requisite that he should be, to some extent, imbued with the principles, and habits of thought, and of society, which have been derived from them, in order to enable him to act with those who would be his equals in official position.

14. The Governor in Council must dissent from the principle assumed by Mr. Ricketts throughout his Report as a correct one, that the Government is to go into the market and procure labor at the cheapest rate. The fact of a Covenanted Service is almost a contradiction to this; but such a course practically is not and cannot be carried out without risking the Empire. No doubt an advertisement in the English papers would provide at a cheap rate, a staff sufficiently numerous for all the purposes of the Government, but it cannot be expected that the British dominion in India would last long under such a system. The Government have to consider, not only for what sum men will undertake to do their work, but also to look to their officers being able to maintain their position with proper dignity, to conduct the important duties entrusted to them without being harassed perpetually with the carking cares of narrow means. The lowest priced articles do not often prove the cheapest, and small salaries generally cost a country very dear.

15. In the opinion of Government the proper course to adopt in settling the question of remuneration for a Covenanted Service, is to consider two points; first, the allowances which should be given for the requirements of each office after taking all the circumstances of the holder and his position into consideration; 2dly, that point being settled, whether the public finances can afford the necessary funds, the final decision as to the exact amount being determined by the enquiries on the latter point.

16. On the whole, looking to the position which we occupy as a dominant foreign race, it must always be a matter of deep solicitude how far the Government can gratify aspirations among the Natives for place and power, consistently with their own safety, and the maintenance of their own superiority. The Government think that the proper course is to continue, as heretofore, gradually to enlarge the field of subordinate employment, leaving the higher offices of the State to a time when the great body of the people are able to form a judgment of the conduct and fitness of their superiors, and have shown themselves worthy of being entrusted with higher responsibilities.

(Signed) H. FORBES,
Acting Secretary to Government.

Fort St. George, Revenue Diary after Consultation 23d December 1857.

Read the following Extract from the Minutes of Consultation in the Public Department, under date the 25th November 1857, No. 1672.

Read the following letter from the Commissioner for the Revision of Civil Salaries and Establishments throughout India.

Forwards printed copies of certain of his reports, and requests to be favored with the orders of this Government on his proposals as each subject may be disposed of, in order that he may proceed with the completion of his report. (Here enter 10th Oct. 1857, No. 1269.)

Revenue Department.
Board of Revenue, Madras.
Subordinate Officers in the Revenue Department, Madras.
Sheristadars of Madras.
Collectors of do.
Inam Commission do.
Agent to the Governor of Fort Saint George and his Assistant in Vizagapatam.
Do. and do. in Ganjam.
Do. and do. in Kurnool.
Collector of Madras.
Survey and Settlement, Madras.
Judicial Department.
Police of Madras.
District Judges and Subordinate Judges, Madras.

Resolved that copy of the foregoing letter be forwarded to the Revenue and Judicial Departments, together with the reports referred to relating respectively to those Departments.

(True Extract.)

(Signed) T. PYCROFT,
Chief Secretary.

BOARD OF REVENUE.

No. 89.

MADRAS.

1. No alteration has taken place during the last 25 years in the salaries of the three members. From 1831 to 1844, there was a 4th member, with a salary of Rs. 2,916-10-8 per month. He was employed in the general duties of the Board, equally with the other members. The Office was abolished under orders dated 11th October 1844. In 1846, by orders dated 12th May, an additional member was again appointed, with the title of officiating member; the salary allowed was Rs. 2,750 per mensem, or Rs. 33,000 per annum. On the 27th May, 1847, a vacancy occurring, the officiating member was brought on the fixed establishment, and the 4th member again dispensed with. From 1849 till the 30th June 1856, one of the members of the Board was employed as Commissioner in the five districts composing the Northern Sircars.

	Per mensem. Rs.	A.	P.	*Per annum.* Rs.
1st Member	4,000	0	0	48,000
2nd Member	3,408	5	4	40,900
3rd Member	3,016	10	8	36,200
Secretary	2,000	0	0	24,000
Sub-Secretary	1,500	0	0	18,000

2. In a letter to the Government, dated 23rd August 1855, the Board thus describe their duties:—"The Board now proceed to describe the duties devolving upon them. These duties "comprise, primarily, the superintendence of the public revenue in its different branches, and the "control of all persons employed in its collection and administration. Among these revenues, "the land tax holds the most prominent place, and forms in this Presidency a very onerous "charge, in consequence of the principles of assessment varying much, and the districts being "generally under the ryotwaree system, where the revenue is collected from thousands of small "proprietors with whom an annual settlement is made. The revenue derived from salt, and the

"control over its manufacture, storing and sale, comes next in importance. The remaining re-
"venues are as follows:—

1. Sea Customs.
2. Frontier Customs.
3. Abkaree.
4. Moturpha.
5. Stamps.
6. Small forms and Licences.
7. Ferries.
8. Extra items of revenue of all descriptions.
9. Forests.*

"In the superintendence of these revenues, the Board are to bring to the notice of Govern-
"ment such propositions as are calculated in their judgment to augment them, either by increas-
"ing the receipts, or diminishing the costs of management, or to improve their administration
"by a better system of account and control. They are responsible that all the Revenue servants
"of Government perform their duties with care and diligence, especially in the punctual annual
"settlement of the land revenue. For this purpose, they are to bring to the notice of the Go-
"vernment any misconduct on the part of the higher Officers, and are vested with the power of
"fining, suspending, and dismissing native servants of all ranks. In exercising the above func-
"tions, various important and delicate duties devolve on the Board." The Secretary then pro-
ceeds to shew that the Board

1. Conducted the defence of suits brought against the Government in the Civil Court;
2. Heard appeals on cases under Regulations IX of 1822, and VII of 1828;
3. Determined on the necessity of prosecutions under the breach of trust Act XII of 1850;
4. Decided disputed claims of succession to all hereditary offices, including all the village officers of every description;
5. Supervised *Yeomiahs, and Enams* or charitable grants; and, on lapses occurring, decided claims of succession.
6. Performed the duties of a Court of Wards under Regulation V of 1804.

The Secretary concluded the description in these words:—"Such is a brief outline of the
"duties devolving on the Board. The practical discharge of them is weighty, and brings under
"the Board's consideration, subjects of every description. The Police, as well as the Revenue
"Native Establishments, being under their control, the magisterial administration of the country
"comes in some degree under their cognizance, and as they are the channel of communication
"between the executive officers in the Revenue Department and Government, they have to state
"their opinion on the numerous subjects thus brought to notice. The varied nature of their
"correspondence, including Legislative, Police, Fiscal, sanitary and agricultural improvements,
"and other subjects of administrative interest, is shewn in the accompanying alphabetical list of
"the letters which were received into, and issued from their office during the last year. The
"Board will only add that, at the present moment, the subject of the land revenue is particularly
"onerous; measures are already in progress for its revision in several districts, and arrangements
"for placing it on a sound footing in the other collectorates occupy the Board's attention. The
"remodelment of some of the extra branches of revenue is also under consideration."

3. The territory under the Board is 132,000 square miles in extent. The land revenue amounts to Rs. 3,37,89,827. In the twenty† Collectorships under them, extending from Ganjam to Comorin, above 1000 miles, six sevenths of the whole is ryotwaree. There are 1,984,412 persons who pay revenue direct to the Collector. All the orders of the Collectors in their varied dealings with these 1,984,412 persons, are appealable to the Board. It appears from a statement furnished by the Board, that in the three years 1854, 55 and 56, their correspondence was as shewn in the under written statement:—

* The Board have recently been relieved of the Forest Conservancy Department.

† Excluding Madras.

Years.	Letters received.	Letters despatched.	Total.	Petitions.	No. of Regular appeals under Regulation IX of 1822.
1854	6,895	2,850	9,745	2,788	8
1855	6,657	3,470	10,127	3,815	4
1856	8,676	4,410	13,086	3,903	6

4. The number of petitions received and disposed of averaged 3,502. To my mind this number of petitions is conclusive against the usefulness of the Board. The immense distance keeps petitioners away. The average amount of money transactions between each of these 1,984,412 persons and the Collector, is nearly Rs. 17. A ryot in Tinnevelly or Ganjam, travelling fifteen miles a day, might reach the Board in something less than a month. He would submit to an extortionate demand of a considerable per centage on his Rs. 17, rather than undertake the journey.

5. In a despatch No. 8, dated the 23rd August 1854, the Honorable Court of Directors enquired from the Madras Government, whether efficient management would be promoted by the introduction of Commissioners of Revenue and Police, as in Bengal and the N. W. Provinces. The reform was opposed by the Sudder Adawlut and by the Board. The Board represented, that the great extent of the Madras territory would make it necessary that the number of Commissioners (to exercise any degree of supervision which could be deemed personal and efficient,) should be six at the least, distributed probably as follows:—

1. Ganjam.	*1st Division.*	13. Coimbatore.	*4th Division.*
2. Vizagapatam.		14. Malabar.	
3. Rajamundry.		15. Canara.	
4. Masulipatam.			
5. Guntoor.	*2nd Division.*	16. Salem.	*5th Division.*
6. Nellore.		17. S. Arcot.	
7. N. Arcot.		18. Trichinopoly.	
8. Chingleput.			
9. Madras.			
10. Bellary.	*3rd Division.*	19. Tanjore.	*6th Division.*
11. Cuddapah.		20. Madura.	
12. Kurnool.		21. Tinnevelly.	

That the expense of these Offices, including establishments, would be three lacs of rupees; and that they were not prepared to agree that the advantages which would follow their appointment would be at all commensurate with such an outlay.

6. In the 7th para. of the letter dated 25th January 1855, the Secretary wrote;—"The
"position of Collectors at this Presidency has some peculiarities which bear materially on the sub-
"ject under consideration. They are placed in charge of provinces which, in size and revenue,
"are often equal to three and in some cases even to four collectorates in the other Presidencies.
"At the same time, in consequence of the state of the Civil Service, and the small number of
"appointments of higher rank, they are men of long experience before they attain this Office;
"and there seems no prospect of its being attained hereafter within a shorter period of service
"than at present, viz. from eighteen to twenty years. The Government therefore now possess
"Collectors who have all the qualifications which lengthened experience and prolonged revenue
"training can give, and whose standing would entitle them, in the other Presidencies, to expect
"the Office of Commissioner. Their general efficiency is thus assured by as strong a security as
"seems attainable, and their zeal and faithfulness have for guarantees (independently of higher
"influences,) the conspicuous situation of power and trust in which they are placed, and their
"natural anxiety to gain the approbation of Government, and rise to higher employment. In
"making these observations, the Board would not be understood as asserting that the present
"system is either in itself perfect or free from defects which the appointment of Commissioners

- might to a certain extent remedy. When officers rise by seniority to a position of great labor
- and of very varied duties, it cannot be expected that all should be equally efficient or even
- efficient in every branch of duty. In regard also to control, a Board at the Presidency cannot
- be supposed capable of supervising minutely the acts of Officers in distant provinces; and
- must, to a certain extent, be guided in the matter of complaints, by their explanations; but a
- Commissioner would not be in a materially better position in these respects. If six such Offi-
- cers were appointed, the extent of each division would range from 20,000 to 28,000 square
- miles, and close personal supervision could not be exercised in the majority of instances.
- And wherever the control was not personal, it could not differ very greatly from that now
- exercised by the Presidency authorities. There is one obvious advantage, indeed, in the sys-
- tem of Commissioners, viz: that it affords the means of selection for the higher and more im-
- portant posts. It is evident that it will always be easier to obtain six able and efficient officers
- for Commissioners, than to procure twenty such for Collectors; or, to put the case in a different light, the exertions of six able men (able not merely from natural qualities, but from the
- possession also of adequate experience and knowledge of business,) as Collectors, would affect
- only six districts; while as Commissioners they would influence the whole Presidency. The
- creation of these superior appointments would also make the prospect of promotion more effec-
- tively operative as a stimulus to exertion; and at present it cannot be denied that, from the
- very small number of appointments above the rank of Collector, the prospect to any officer, of
- rising above that rank, is very small under this Presidency."

7. Notwithstanding the many advantages above described, the Board were of opinion that, instead of appointing Commissioners, it was desirable to improve the position of Collectors. Their Secretary wrote:—"Instead of incurring the heavy
- expense which the proposed system would involve, and lowering the position of
- Collectors, by placing permanently between them and the Board of Revenue a new
- class of Officers, the Board consider that it would be a more effectual improvement in our ad-
- ministration, to increase the efficiency of Collectors, by relieving them of many of the exces-
- sive details now laid upon them, and thus to raise them in some degree to the position of a
- Commissioner, or Superintending Officer, in the extensive districts placed under their charge."

8. The Government adopted the opinion of the Board. The Governor in Council reported to the Supreme Government that, in his opinion, the charge would be productive of no advantage commensurate with the cost; that, with reference to the extent of country and amount of revenue placed under them, as well as in regard to their own experience and standing in the service, the Madras Collectors do in fact occupy a position approaching more nearly to that of Commissioner, than of Collector under the other Presidencies; that what was wanted was subordinate agency, to aid in the disposal of details; that the Government would not divide the districts as proposed by the Board, but enlarge the charges held by Sub-Collectors and Head Assistants, and place uncovenanted agency under them; that the Collectors of such districts as Canara, Malabar, Cuddapah, Bellary, Tanjore, and the two divisions of Arcot, should not be paid at a lower rate than Rs. 34,000 per annum; that the pay of the Tahsildars should be raised to a minimum of Rs. 100 per month, so as to place them on a footing with Moonsiffs; and that the Board should be again increased to four members.

9. The Madras Government does not attempt to shew that the system of Commissioners of Revenue and Police was in any respect unsuited to the state of affairs in the Madras districts, or that there was any such difference in the revenue and police arrangements of the two Presidencies as to make it probable that a system which has succeeded in Bengal and the N. W. Provinces, should fail at Madras. They merely represented that, in their opinion, the appointment of Revenue Commissioners, holding an intermediate position between the Board and the Collectors, was not required, and would be productive of no advantage commensurate with the cost.

10. It seems unnecessary to argue that the superintendence of a local Commissioner over three or four districts must be more efficient than the superintendence of a Board sitting five or six hundred miles off. The Commissioner system cannot any longer be regarded as an experiment. It has been tried in the provinces of Bengal and the North West, and it has been tried in the new provinces of the Punjab and Burmah; and, all admit, with uniform success. In the

absence of any objections on the score of local peculiarities, not to introduce the same system at Madras, is to throw away experience, and to persevere with an inefficient old plan, when a superior new plan, tried and approved, is available.

11. The territory under the Madras Government is in the state in which the efficiency of individual control is especially required. The revenue system is to be entirely remodelled, the whole territory is to be surveyed and settled for a long period of years. The Government itself says, the state of the Police must be admitted to be most unsatisfactory; that its inability to cope with the prevailing amount of crime, or to ensure protection to person and property, has latterly become more than ever marked and notorious. In proof of which, a statement* is entered in the margin, shewing the gang robbriees in 1854 and 1855, and 6 months of 1856. In other parts of India remedy for such evils has been found in individual responsibility. It never has failed. Again and again when difficulties have puzzled Boards, and paralyzed Governments, individuals trusted and armed with suitable powers, have succeeded; the difficulties have immediately disappeared, never to be heard of again.

	Cases in 1854.	1855.	6 months of 1856.
Gang Robbery ...	1,724	1,675	604
Highway do. ...	831	927	475
	2,555	2,602	1,079

12. The Board and the Government of Madras represent that the Collectors of Madras do in fact occupy a position approaching more nearly to that of Commissioner, than Collector under the other Presidencies. There is no resemblance whatever in the relative positions of the two offices, except that the area of some Madras Collectorships is nearly as large as the area of some Commissionerships in Bengal and the N. W. Provinces. But comparisons of this sort can be made without travelling from those Presidencies to Madras. In the N. W. Provinces, the Agra division is 9,296 square miles. The Goruckpore district is 7,340. In Bengal the area of the Cuttack division is 8,968 square miles. The area of the district of Bhaugulpore is 7,803. But the Collectors of Goruckpore and Bhaugulpore, though the area of these districts nearly equals the area of some divisions, are in a very different position from the Commissioners of Agra and Cuttack. The increased quantity of work demanded from the Collectors of large districts cannot be considered good reason for giving them the same salary as Commissioners of small divisions. The nature of the work is essentially different. The Commissioner's work is that of control and supervision, the Collector's work is district management in subordination to that control. The authority exercised by a Collector of Madras is not greater than the authority of a Collector in the N. W. Provinces. Owing to the remoteness of the superintending authority, and the consequent difficulty in the prosecution of appeals, the Collectors of Madras may, some of them, be really liable to less supervision; but, under the law, the Collectors of Madras have no more power than the Collectors in the N. W. Provinces and Bengal. I do not, therefore, see anything in the size of the districts, to make the Commissioner system less applicable to the Madras territory than to the N. W. Provinces and Bengal. Moreover, it is the desire of the Hon'ble Court, as expressed in their despatch No. 41 of the 24th September 1856, that the size of the districts in India should be reduced; and I have recommended that the five largest Collectorates, should each be divided into two Collectorates.

13. What were the wants of Bengal and the N. W. Provinces, when Commissioners were

* See Minute of the Right Honorable the Governor of Madras, dated 11th September 1856.

appointed in 1820? In Bengal, correction of the many gross abuses which existed in the management of all the Government lands, and the survey and settlement of those extensive Estates, and adjustment of the titles to all lands held free of revenue. In the N. W. Provinces, the survey and settlement of the whole territory, and the adjustment of all claims to exemption from a revenue demand. Were the wants supplied? They were; and the system has so far answered all expectations, that as new provinces have been added to the empire, almost as a matter of course the system of Commissioners, with authority over three or four districts, has been introduced. What are the present wants of Madras? Survey and settlement of the whole territory, adjustment of claims to Inams and hereditary offices, the cure of the abuses which authorities admit exist to an alarming degree throughout the Revenue administration. Are there any peculiar circumstances which make it impossible that the system under which such wants in Bengal and the N. W. Provinces were supplied, and which has answered in Burmah, as well as in Peshawur, in Kumaon, as well as in Chota Nagpore, in Chittagong, as well as in Shahabad, pave, should fail in Madras? None whatever. On the contrary, there are many peculiarities of Madras which make the sort of control exercised by Commissioners especially suitable. It is above 1,000 miles from Comorin to Ganjam. Efficient superintendence from such a distance, when the majority of the people are too poor to employ an agent, is impossible. Nearly the whole country, viz: six sevenths, is managed ryotwarree; which is to say, that six sevenths of the agricultural population must, whether they desire it or no, have dealings direct with the Collector. It is very desirable, under such circumstances, that parties dissatisfied with the Collector's proceedings, should not have to go four or five hundred miles for redress.

14. The administration in the Revenue Department is made up of the minutest details more minute than in any other part of India. These details are by no means exactly similar in character. Tenures in Malabar and Canara, differ greatly from tenures in Rajamundry and Guntoor, and they differ in some measure in nearly every district. Commissioners of Revenue having authority over three to five districts, would prevent any attempt at impracticable uniformity, and would also prevent the introduction of an unnecessary plurality of practices. I believe the employment of Commissioners indispensable to the satisfactory working of the survey and settlement. An officer sitting at the Presidency, may well so far control the whole as to lay down principles of action, and dispose of questions connected with the general working of the survey; but such an operation, when first introduced, requires the assistance and direction of an Officer vested with such powers as a Commissioner of Revenue ought to have, in order to ensure success. The enquiries into Inams and other rent free holdings, will especially need the careful superintendence of a local Commissioner. If it is intended to prosecute enquiries with vigor, there must be separate officers employed, for the entire superintendence of whose duties it will be difficult to provide if Commissioners are not employed. I have, in my note on the survey and settlement of Malvan, proposed that, at first, a Commissioner of survey and settlement should have the control of the operations. It certainly is necessary that a thoroughly practised Officer should have the direction of the survey, with authority over all the officers employed; and it is very desirable that, at first, the direction of the survey and settlement operations should be the same hands. When some experience shall have been gained, the professional work may be superintended by a professional officer, and the direction of the settlement operations should be in Commissioners. But if an officer, thoroughly qualified to undertake the superintendence of the *Superintendents*, cannot be found, the control of the settlements should, from the first, be vested in the Commissioners, and under a separate officer be employed for the direction of the professional establishment, as one of the district survey officers be vested with control over the others. I re-

my belief that, under Commissioners of Revenue, the abuses which have existed in the Revenue Department, and which all admit exist still, would have been put down long ago. The position of Collectors and Commissioners is so essentially different in every respect, that abuses which would be concealed from the one class, would be immediately brought to the notice of the other.

15. Supposing Commissioners of Revenue to be appointed, the question of a superintending Board, or an individual superintendent of Revenues, remains. I have no desire to add to the volumes which have already been written on the subject. At Madras, where there is so much detail, it will be especially necessary to enlarge the powers of Collectors, and to give Commissioners ample authority to dispose of all matters, under general rules for guidance. At Madras, more than any where else, it is necessary "to select trustworthy instruments, and then, "reposing in them full trust and confidence, to leave them to be governed by the regulations and "the general rules of practice laid down for their guidance." The Deputy Collectors, the Collectors, and the Commissioners must all be trusted, and treated as fit for the positions they occupy. But little detail should leave the Offices of the Assistants and Deputy Collectors; scarcely any should come before the Commissioner, none before the Superintendent of Revenues. Above all, the system of habitually demanding from men an amount of work which no one in his senses for a moment supposes they can do, must be abandoned. A suitable task must be imposed on each officer, and the performance of that task must be systematically and punctually enforced.

16. By my letter dated the 23rd March 1857, I requested the Board of Revenue to favor me with a Statement of the objections which, in their opinion, exist to the introduction of the system of Divisional Commissioners in the Madras Presidency, and of their sentiments as to the relative advantages of control by a Board, or by a Chief Commissioner. In answer, the Board refer me to their letter of the 23rd August 1855, which I have already quoted at considerable length. I find nothing in it to shake my opinion that Commissioners would be more useful in the Madras Presidency than thay have been any where else. From some passages in the Board's letter, it is evident that they do not understand the relative positions of Commissioners and Collectors. They suppose that Commissioners issue orders direct to the Collector's Native Servants. Such is not the case. The Commissioners never communicate direct with any of the Subordinates of a Collector. They occupy the position of the Board, control and direct the Collector's proceedings, hear appeals from their decisions, and assist them with their advice.

17. The increased expense consequent on the introduction of the system of Commissioners for Divisions, and a single Superintendent of Revenues, or Chief Commissioner, over them, would be as follows:—

PRESENT SCALE.	*Salary per annum.* Rs.
1st Member of Board	48,000
2nd Member of Board	40,000
3rd Member of Board	36,200
Secretary	24,000
Sub-Secretary	18,000
Total Rupees...	1,67,100

PROPOSED SCALE.	*Salary per annum.* Rs.
Chief Commissioner..	42,000
Secretary	24,000
6 Commissioners at Rs. 32000 each	1,92,000
Travelling allowance at 10 Rupees per day say for each Rupees 1,500....	9,000
Total Rupees...	2,67,000
DEDUCT. Present Scale.....	1,67,100
Increase per annum, Rupees....	99,900

No. 90. ORDER THEREON, No. 1354; dated 24th December 1857.

1. The subjects now discussed by the Commissioner have, in the last two or three years been more than once under the consideration of Government, and the question of substituting Commissioners of Revenue residing in the Provinces, for a Board of Revenue located at the Presidency, was fully considered in 1855, on a reference made by the Government of India, on occasion of a proposition by the Lieutenant Governor of Bengal, to abolish the Board of that Presidency.

2. The Madras Board of Revenue was consulted, as well as some of the more experienced Collectors, and this Government finally reported in favor of the retention of the Board, and against the employment of Commissioners. Although the discussion is of very recent date, the question, now probably to be definitely settled, is of such importance to the welfare of this Presidency, that the Government will, in disposing of the Report now under review, again record the opinion formerly expressed by themselves and the Board of Revenue.

Para. 2. 3. Mr. Ricketts commences his Report by quoting from a letter addressed to Government by the Board, when the discussion above referred to was going on, in which they briefly recapitulated the duties which devolved upon them, he then gives a statement of the extent of country subject to the Board's superintendence, the number of persons paying revenue direct

Para. 3. to the Collector, the number of letters sent and received by the Board in the three years 1854-5 and 6, and the number of petitions they disposed of. The average number was 3,502, and on this fact alone Mr. Ricketts is content to rest the question of the utility of the Board,—he declares against it, asserts that

Para. 4. the immense distance keeps petitioners away, and that a ryot would suffer much loss rather than bring up a grievance from Ganjam or Tinnevelly, and lay it in person before the Board of Revenue.

4. The Government cannot but consider that this is an overdrawn conclusion, and that its adoption would lead to inferences by which the Commissioner would not be prepared to stand. The Government find by a reference to their own office, that the average number of petitions addressed to them in the three years selected by Mr. Ricketts was 3072,* and that in all Departments, while the Board are addressed of course only on those matters over which they peculiarly preside. If it be true that distance keeps petitioners from addressing the Board of Revenue, and that on this account alone it is expedient to abolish the Board, and substitute local Commissioners, it would be a fair inference that the same fact keeps petitioners from the Government, that a similar remedy should be applied, and that a central paramount authority is useless.

* *Year*	*No. of Petitions.*
1854	2990
1855	2440
1856	3237
	9217
Average	3072

5. But the Government are of opinion that the Commissioner has misconceived the subject of petitioning, and that on no ground will the facts stated bear out his conclusions. A ryot gains no advantage by presenting his petition in person, that he would not gain by transmitting it by post, no case is, or ought to be, decided by the Board exparte, and whether the representations they receive are made to them in person or by post, they must equally be sent to the Collector for report or explanation, and it is only after thus hearing both sides of the question that the Board can pass a decision. As therefore the ryot would gain no object by presenting his petition in person, it does not seem expedient to make a violent change in the system of administration, on the sole ground of affording him facilities, which, when attained, would be of no value.

6. But even granting that the Commissioner's conclusions were correct, that distance keeps petitions from the Board, it does not appear to the Government that the change advocated by Mr. Ricketts would materially mend the matter. With six divisions as proposed, Coimbatore,

Commr., para. 5. Malabar, and Canara, would probably form one Commissionership, the Commissioner's Head

country, and all know by tradition that the British dominion has given the land the first rest it has enjoyed throughout successive centuries. In a political point of view it is very highly desirable that a confidence in the stability of our institutions, and even of one system of administration, should be felt by the people generally, and that their ignorance on general subjects, should not be allowed to lead them to confuse such changes as we may introduce for the supposed improvement of our administration, with the vacillation which, every where by hearsay, and in great measure by personal experience, they know to have been constant under their own unsettled Governments. India wants repose, and after centuries of anarchy and change, even our oldest possessions are not yet in a state fit for experiment and innovation.

13. In the next paragraph of his Report the Commissioner begs the whole question at issue; he says it is unnecessary to argue that the superintendence of a local Commissioner must be more efficient than that of a Board sitting five or six hundred miles off, "and that not to introduce into

Para. 10.

"Madras a system which all admit has been tried with uniform success in Bengal, the North "West Provinces, the Punjab, and Burmah, is to throw away experience, and to persevere with "an inefficient old plan, when a superior new plan, tried and approved, is available."

14. To these observations there is more than one reply. The Government deny, in the first place, that because India is now all under the British Government, it is, as regards all detail of administration, to be considered as one country, and all and every part of it to be treated precisely the same; the character, the habits, and the feelings of the inhabitants of different parts of India, have not become in the smallest degree assimilated from being subject to one Government, and to argue that because a particular system suits the North West Provinces, therefore it must suit Southern India, is to adopt a principle which has not yet been admitted in any part of the world. In Great Britain even this precise similarity is not apparent, the law of Scotland differs from that of England; banking is conducted upon different principles in the two countries, each principle being sanctioned by the law, while Ireland is under a local administration that differs from that of either England or Scotland. As regards the Universal admission of the success of the system which the Commissioner would now introduce into this Presidency, the Government are of opinion that their assent has been claimed at rather an unfortunate time; a contrast, at the present moment, of the state of Bengal and the North West Provinces of Madras, certainly does not lead His Lordship in Council to the belief that the internal economy of the two former Presidencies is superior to that of the latter. Without stopping now to discuss the causes of the rebellion, it is at all events manifest that it was organized throughout Bengal, and that for months before its outbreak its probability was known to thousands, without the local officers, with all the advantages that Mr. Ricketts claims for small districts, local supervision, and facility of approach by the people, having the slightest knowledge of what was going on around them. The Government cannot but consider that this fact shews the inutility of Commissioners far more clearly than the number of petitions received by the Madras Board of Revenue shews the inutility of the Board.

15. But more than this, making every allowance for the Military character in which the revolt at first shewed itself, its continuance has been marked by scenes of outrage and lawless disregard of authority by the population generally, which certainly do not tend to shew that they were subject to a better local administration than the people of Southern India, where hitherto not a single act of violence has been committed, and every thing has continued to run in its accustomed course.

Para. 11.

16. Neither can the Government give their assent to what the Commissioner next asserts. He considers that the territory under this Government is in a state in which efficiency of individual control is essentially necessary, because the revenue system is to be entirely remodelled, and the whole territory settled for a long period of years, because the state of the Police is admitted to be unsatisfactory, and because, under such circumstances, individual responsibility has never failed of success, difficulties which have puzzled Boards and paralysed Governments, have, Mr. Ricketts says, been overcome by individuals armed with suitable powers.

Para. 11.

17. Now first, the Government will observe that, setting as high a value as the Commis-

is however not placed at either extreme, but between the two places, so that the evil of distance is not nearly so great as from the Commissioner's Report might be supposed. "Six-sevenths of the "country, says the Commissioner, is managed Ryotwar, which is to say, that six-sevenths of the "agricultural population must, whether they desire it or no, have dealings direct with the Col-"lector," and on this it is argued that it is essential that parties should be able to obtain redress on the spot. If the original assumption be incorrect, however, the deduction from it fails, and in this case Mr. Ricketts has not correctly described the Ryotwar system of management. Under that system no single individual need "have dealings direct with the Collector," or even see him during his whole life time unless he pleases; the annual settlement is made personally with those, and those only, who wish to enlarge or restrict their cultivation, and as long as any ryot is content to hold his farm unchanged in extent, he need never leave his village, or trouble himself about the Collector. In the volume lately published of the Land Revenue Reports for Fusly 1264, it is shewn at page 337, that in Coimbatore, out of 51,310 puttahs, as many as 46,040 remained unaltered from the previous year. The Government consider it important that the question now under discussion should be settled on its real merits, and that changes, which they consider to be fraught with mischief, should not be forced on the Government from a misconception of the Madras Revenue system.

20. As regards the remarks made by the Commissioner in the 14th paragraph of his Report, that as tenures in Madras differ in different Districts, Commissioners over four or five Districts would prevent attempts at impracticable uniformity as well as needless diversity of practice, it is only necessary to observe that it needs no innovation over established system to attain those desirable ends; impracticable uniformity has not been attempted by the Board of Revenue, nor has diversity of practice been introduced, the extinction of the Board is not therefore essential to ensure, in these respects, the continuance of a conservative system. Mr. Ricketts is of opinion that the employment of Commissioners is indispensable to the satisfactory working of the survey and assessment, an Officer at the Presidency may, he thinks, lay down principles of action, but the assistance and direction of an officer vested with such power as a Commissioner of Revenue ought to have, are, in his opinion, necessary to ensure success. In this matter also the Government fail to see that Mr. Ricketts has put forth any argument on which to base the change he recommends; the Board of Revenue are at the Presidency to lay down those principles of action which he justly considers necessary, and the Superintendent of Revenue Settlements, will have precisely those local powers of superintendence, which he properly believes to be required.

6th February 1857, *No*, 3. As regards the Enam enquiries to which the Commissioner next refers, the Government have only to say that they have submitted to the Honorable Court the measures which they would propose to adopt, and have only now to await their orders.

21. After shewing that the changes he proposes of a Chief Commissioner for the Board of Revenue, and the establishment of six local Commissioners, would entail an additional expense

of 20,000 Rupees per annum, with some additional charge for office Servants, the Commissioner says that he would recommend the change, even if he did not anticipate that it would lead to increased resources, as he "considers the system now existing at Madras, a disgrace to the administration."

Para. 19.

This unusually strong expression appears to be grounded on Mr. Ricketts' opinion that work is demanded from Collectors which they cannot perform, that Sheristadars are entrusted to advise the Collectors when they want, not advise, but leisure, that Tahsildars are underpaid, that the annual settlement is virtually made by Canoongoes unworthy of trust, and that Collectors are uncontrolled. Now, admitting for the moment that all these evils exist, the Government cannot see how any one of them, excepting the last, would be even mitigated by the substitution of Commissioners for a Board; the change would certainly not lessen the duties of Collectors, and by sanctioning more frequent appeals from their orders would in all probability increase them; whatever need they now have of the assistance of Sheristadars, would not be removed by the abolition of the Board of Revenue, and the proposed change would not of itself better the position of Tahsildars, nor make Canoongoes more worthy of trust. As regards the control exercised over Collectors, it may be an open question whether they would be more effectually controlled by Commissioners, but that they would be more efficiently controlled this Government must certainly deny, indeed it is their opinion that, constant and ever present control, would be an enormous evil. In India it is the presence of a superior authority that alone commands respect, the constant presence of a superior authority would, by diminishing the Collector's authority, at once lessen the people's respect, and, with the Asiatic whose respect ceases, obedience ceases too.

22. The Government have now adverted to all the arguments adduced by the Commissioner in support of his views as unfolded in this first Section of his Report on the Revenue branch of the service of this Presidency, and they will conclude their remarks by recapitulating, as briefly as they can, the opinions they have already, on former occasions, recorded upon this subject.

23. And first as regards one Chief Commissioner of Revenue in place of a central Board, it was argued that the Board was an institution familiar to the people, and that change was to be deprecated unless its advantages were undoubted; that a Board possessed stability, consistency, and comprehensiveness of view, which would be wanting in an office filled by a single individual, the views emanating from which would change as the individual who filled it changed; that although more prompt action was to be expected from a single officer, more deliberation was to be expected in a Board, and for the duty of superintending the revenues of the country, careful deliberation was more desirable than prompt action; that a Board, comprising men of varied experience, can compare the institutions of many Provinces, and select that which is best; while the limited experience of a single officer would lead him to enforce that system only with which he was best acquainted; that while the experience of a single officer dies with him, the experience of a Board is lasting; that a Board has more weight and more independence than an individual, its decisions would be accepted while an individual's would be appealed from, and in event of a

discussion with the Government, its opinions on proposed measures could be more freely stated; and finally, that it would always be difficult, and sometimes impossible, to find in a single officer, the combination of ability, readiness, judgment, health, local knowledge, and experience, necessary for the successful performance of the task of regulating the financial affairs of so many Provinces, almost all under a different Revenue system.

24. But independent of what is briefly stated above, the Government were of opinion that the present was a peculiarly infelicitous time for the introduction of any such change as was contemplated in the superintending authority of the revenues of this Presidency. Under the orders of the Honorable Court, the Government were engaged in the introduction of measures of general improvement on a very extensive scale, and they were of opinion that great embarrassment and confusion would result, from which it would require many years to extricate affairs, if the proposed alteration were enforced. At the time referred to, the Government recommended that a fourth Member should be added to the Board of Revenue, in order that, whenever necessary, local enquiries might be held by the deputation of one Member to the Provinces. Since, however, the discontinuance of the Commissioner in the Northern Circars has enabled the 1st Member to return to the Board, and a Superintendent of Settlements has been appointed, this addition to its Members does not appear so necessary, and the Government would not be understood as now pressing for the measure.

25. On this point the Government will only now add, that further consideration has only tended to strengthen their convictions that a single Chief Commissioner of Revenue, in substitution for a Board of Revenue, is wholly unsuited to the circumstances of this Presidency. There are not two of the Provinces in which the revenue system is the same, the Ceded Districts perhaps approximate more nearly than others, but there are differences even between Bellary and Cuddapah. The Ooloongoo system followed in Tinnevelly is, in many important particulars, different from that followed in Tanjore, and the system in both Districts has not a feature in common with the Ryotwar of the Ceded Provinces, with the village rents of part of the Northern Circars, or with the practice which obtains in any other District in the Presidency. Malabar and Canara are again distinct from all. Under these circumstances the Government would be to the last degree unwilling to forego the advantages they derive from the collective experience of a Board, and to feel themselves dependent on the advice of a single officer, whose practical experience could not have been gained in a third of the twenty Districts, whose varied systems of administration he would be called upon to control.

26. The great proportion of the means of the Government which is in India derived from the land, makes it most important that the administration of the Revenues should be conducted with deliberation and care, and this is particularly the case in Madras, where the land revenue not having been permanently settled, the Government are not precluded from introducing any new measures that may be calculated to improve the condition of the people, and increase the resources of the State. What those measures should be, how, and when, they should be introduced, and what would be their probable result, would certainly receive more careful and mature con-

sideration in a Board, than at the hands of a single individual, more minds and a more extended experience would be brought to bear upon them, questions would be put in a light in which they had not hitherto been viewed, and the policy of the proposed measures would be brought to the test of argument; time would no doubt be occupied, but if expended on the deliberation that would prevent rash innovation, it would be time well spent.

27. As regards the introduction of Commissioners between the Collector and the Board, or the Chief Commissioner of Revenue as Mr. Ricketts has proposed, the Government decided against the measure mainly on the following grounds, that the expense would be very great, that the constant presence of an officer possessing powers, and holding a position, superior to the Collector, would greatly weaken his authority as the representative of Government and chief executive authority in his District, that correspondence would be greatly multiplied, and business greatly delayed, and that the Presidency would need at least six local Commissioners, whose individual jurisdiction would thus extend over about 28,000 square miles, making not much more practicable than at present, that strict personal control which the supporters of the scheme desire to see introduced.

28. To these views the Government adhere, they consider it very essential, and they believe that every day's experience shews it to be so, that the authority of their local officers should be strengthened rather than decreased. A single English Gentleman, unaided by force, and unsupported by troops, exercises government over a million and a half of people in consequence only of opinion, and of that respect for all who wield the authority of the State which has, for centuries, been a principle in the minds of Eastern nations. This reverence for authority the Government believe it to be most politic to encourage, and they believe also that nothing would tend more to its annihilation, as regards the most important office of Collector, than to place an officer in the Provinces to superintend and control his acts, to receive appeals from his orders, to reverse his judgments, and to call him to account on the complaint of every dissatisfied suitor.

29. It was Sir Thomas Munro's opinion that "the separation of power had already lowered the European authority, it has already," he says, "perhaps in some degree created "and will continue to spread gradually among the Natives, a spirit of independence, but "springing less from confidence in themselves, than from an abated respect for the British Government. While we endeavour to diffuse European knowledge among the Hindoos, and give "just notions of the benefits of good Government, we must be cautious that we do not, by too "great a division of power, weaken their reverence for our authority, and encourage them to "resist it." "In India there are no great civil societies to come forward and aid the Government in times of difficulty, it has nothing to support it but its own character, and the authority with which it is invested."

(Signed) H. FORBES,
Acting Secretary to Government.

No. 91. Read the following :—

COLLECTORS OF MADRAS.

1. The Madras Presidency comprises twenty* districts, all under the Regulations, except parts of Vizagapatam and Ganjam, and the whole of Kurnool, which are non-regulation, under the provisions of Act XXIV of 1839, and Act X of 1843. The average area of the districts is 6,604 square miles (excluding Madras). The average population is 1,096,964 (excluding Madras). The average land revenue is Rs. 16,89,491 (excluding Madras). As in other parts, the districts are very unequal in size and resources. The largest is 13,056 square miles, (Bellary.) The smallest is 2,993† (Chingleput). Tanjore pays a land revenue of Rs. 38,26,431. Kurnool pays Rs. 7,26,339. The population of Madura is 1,756,791; of Masulipatam 520,866. The management is ryotwarree throughout six sevenths of the whole territory. The Collectors are also Magistrates. The area, population and land revenue of the districts of the Madras Presidency are shewn in the statement annexed :—

NAMES OF DISTRICTS.	AREA IN SQUARE MILES.	POPULATION.	LAND REVENUE FOR FUSLY 1264.
1	2	3	4
1. Ganjam	5,385	926,930	9,42,900
2. Vizagapatam.	7,808	1,400,000	12,54,445
3. Rajahmundry	4,316	1,012,036	20,48,320
4. Masulipatam	5,000	520,866	10,23,510
5. Guntoor	4,915	570,083	13,17,702
6. Nellore	9,345	935,690	15,98,955
7. Cuddapah	12,970	1,451,979	21,32,794
8. Bellary	13,056	1,229,599	18,84,231
9. Kurnool	2,643	273,190	7,26,339
10. Chingleput	2,993	583,462	10,21,981
11. North Arcot	5,250	1,485,873	18,50,631
12. South Arcot	5,000	1,122,747	19,48,069
13. Tanjore	3,900	1,676,086	38,26,431
14. Trichinopoly	3,243	713,962	11,99,057
15. Madura	9,427	1,756,791	16,71,760
16. Tinnevelly	5,700	1,269,216	20,19,879
17. Coimbatore	8,417	1,178,638	21,91,684
18. Salem	8,100	1,190,264	17,14,075
19. Canara	8,360	1,126,938	18,16,210
20. Malabar	6,262	1,514,909	16,00,854

2. The districts are large, and in consequence of the revenue system which prevails, the duti
are very heavy. They are thus described by the Collector of South Arcot :—"The Sea Custom
"the frontier duties, the Salt, Stamps, and other extra sources of revenue are all under th
"management of the Collector and his Subordinates. He has also to look after the taloc
"Tappal, and the greater part of the executive in the Department of Public Works. He is a
"plied to continually for bearers, and for other assistance required by travellers. The accoun
"which pass through his office are extremely large, and demand a great deal of his attentio
"The Revenue survey, which has been carried on under Captain Priestly for the last three yea
"has added considerably to the work he has had to get through, and the revision of the la
"assessment has entailed a great increase of labor. Nothing but actual observation can ena
"a stranger to form an accurate opinion of the laborious and harassing nature and extent of
"duties which are performed in a ryotwaree district by the European officers, when their admi
"tration extends over both revenue and police matters, as it does in the Madras Presidency.
"writing can very correctly give an idea of the details of the business transacted. A general
"tion can be formed, but only observation or experience can fully acquaint a person with
"incessant flow of business from the various departments, which the European officers have

* Assessment. † 1. Salt Monopoly. 2. Land Customs. 3. Sea Customs. 4 Abkaree Farms. 5 Moturpha. 6. Ferry F
7. Small Farms. 8. Amercudevi Islands. 9. Stamps. 10. Forest Conservancy.

"superintend and direct. The constant demand that there is upon the pen of the head of a "Madras district is at times very troublesome. He is applied to from all quarters for every "kind of information, which he is expected to furnish. Private individuals also call upon him "repeatedly on matters which can hardly be considered official, but which he feels himself in "duty bound to attend to." And the Collector of Canara writes :—"This is a ryotwaree dis- "trict ; the assessment is, however, fixed on each estate, not on each field comprising it. The "ryots have full proprietary rights in the soil they cultivate." Land is valuable, and Mortgages, "Sales, &c., constant. No regular survey has been made. The extent of the estates is not "known, and much labor is entailed on the Revenue Department when they are subdivided by "decrees of Court, or otherwise, as an examination of each estate, and apportionment of the *heris** "on the part separated becomes necessary. Mortgages conditional sales, perpetual leases, &c. "&c., again add greatly to the revenue work ; as in order to prevent frauds, the transfer of the "*heris* to the party going into possession must be made as publicly as possible, so that all con- "cerned may be aware of it. Suits for recovery of arrears of rent between landlord and tenant "are numerous, and accompanied, of course, by the usual amount of claims to property attached "by third parties. The Collector has the management of revenue arising from the extra "sources named in margin,† as well as that derived from land. Salt is manufactured in the dis- "trict, and also imported for the use of Government ; and is sold, not only at the pans, but at "depôts situated at those points where roads from above the Ghâts strike the heads of navigable "rivers. Forest Conservancy is every day calling for more and more care and attention, owing to "the increasing value of timber, and the improved demands for all kinds, whether for ship "building or domestic purposes."

3. There is an enormous quantity of unsatisfactory and wearying business. In Cuddapah, the revenue is collected from 247,892 persons, and in Coimbatore from 244,011. As usual, the Revenue officers represent that these difficulties are peculiar, and comprehensible only by those who have had actual experience of the bewildering volume of Madras details. The labor in a Madras Collectorate must, at all times, be excessive, and if method be at all neglected, impossible of satisfactory management by one person ; but they are mistaken in supposing that it is in Madras only that property is very much subdivided, and that no other Collectors suffer from over-work but themselves. There is no subdivision of property in Madras, which equals the sub-division in Sylhet, under the Bengal Government, where 225,630 people pay, on an average, Rupees 1-14-3 each ; and the Collector of Backergunge, in Bengal, with his 9,339 summary suits each year, or the Collector of Ghazeepore, in the N. W. Provinces, with his 21,305 miscellaneous cases in the year, might not be unwilling to exchange his work for the work of ryotwarree management. It is quite a mistake to suppose that ryotwarree management must, necessarily, be more difficult than Zemindarree or Mouzahwarree Management. In ryotwarree management, you have to deal with one person interested in deceiving you ; under the other systems of management you have to cope with two. When a Tahseeldar in Madras, or a Mamlutdar in Bombay, reports that Rupees 11-12-0 are to be recovered from Rupee or Sumeer, his representation is accepted as correct, and acted upon accordingly ; but when the landholder of Bengal, or the North Western Provinces, sues his underholder for Rupees 11-12-0 arrears of rent, the denial of the defendant is considered as good as the affirmation of the plaintiff ; issue is joined, and the time occupied in the trial is not spent more agreeably than time occupied in examining the returns of a Mamlutdar, or the accounts of a Kurnum.

4. The Madras districts are, on an average, considerably larger than the districts of either of the other Presidencies :—

	Average area in square miles.	Average population.	Average land revenue.
Bengal...	3,902	957,037	10,53,801
North Western Provinces...	2,328	974,436	13,68,486
Madras...	6,604	1,006,964	16,80,491
Bombay...	6,839	749,614	13,36,785

*Excluding Rajas. †The area of Kurnool is 5,145, but the district is non-regulation.

5. The average area of a Madras district is more than double the average area of a district in the N. W. Provinces. The land revenue of a Madras district is not far from double the revenue of a Bengal district, and the population of a Madras district is one fourth more than the population of a Bombay district.

6. The Board of Revenue thus discribe the duties of Collectors :—"These duties consist "in the collection of the Land, Moturpha, Salt, Abkaree, Stamp, and Sea Customs revenues ; "making an annual settlement with the ryots individually, in number from 40,000 to 200,000 ; "determining the rates of assessment, granting remissions, and settling disputes ; regulating the "disbursement of advances for cultivation, and the manufacture of salt ; the attachment and sale "of lands for arrears of revenue ; a general control over all subordinate Revenue and Police "officers, both European and Native, as well as over all charitable institutions, and escheats "under Regulation VII of 1817 ; the trial and decision of all suits instituted under Regulations "XII of 1816, and V of 1822 for arrears of rent, for lands or crops, and distribution of water ; "the trial of cases of malversation against public servants ; and of all claims to the possession of, "or succession to, hereditary offices, instituted under Regulation VI of 1831." Several other miscellaneous duties, occupying more or less time, are also enumerated.

7. It is further represented that strict personal supervision is expected ; that a protracted residence in tents, during a great part of the year, is considered part of a Collector's duty ; and that they are expected to take unceasing interest in whatever is conducive to the improvement of the country.

8. As Magistrates, their duties consist in the trial of all crimes and misdemeanors punishable with imprisonment not exceeding six months, or with fine not exceeding Rupees 200, under Section VII Regulation X of 1816, as extended by Clause I Sec. LIV Act VII of 1843. They are answerable for the maintenance of order, and the prevention of crime, and the sanatory condition of the district is their care. They have also a general control over the proceedings of the village Police.

9. Of the twenty Collectorates, seventeen are on the same footing.

	Per mensem. Rs.	As.	P.	*Per annum.* Rs.
The salary is	2,333	5	4	28,000
Fixed Tent Allowance	87	8	0	1,500
Rs...	2,420	13	4	29,050

and an extra tent or travelling allowance when on circuit, of Rs. 5-4-0 per diem.

10. The Collector of Tanjore has an additional allowance of Rs. 250 per mensem for conducting the duties of the Residency ; the Collector of Masulipatam receives Rs. 175 per mensem for the charge of the General Treasury ; and in order to induce officers to remain in the unhealthy climate of Cuddapah and Guntoor, an additional Rs. 2,000 per annum is given after a residence of 6 years, as sanctioned by the Court of Directors in their despatch dated 22nd August, 1849.

11. The Collector of Vizagapatam receives Rs. 30,000 per annum, with the usual travelling and tentage allowance. The Collector of Ganjam receives Rs. 34,200 per annum. These extra allowances are granted as compensation for the additional responsibility imposed on them as agents for the Governor of Madras, under the provisions of Act XXIV of 1839.

12. The Collector of Kurnool is styled Agent to the Governor in Kurnool. The salary is Rs. 24,000 per annum, with a fixed tentage allowance of Rupees 85-4-0 per mensem, or Rupees 1,023 per annum, and a travelling allowance of Rupees 5-4-0 per day when on circuit.

13. The following abstract shews at one view the allowances of the several officers:

	Salary per mensem.	Salary per annum.	Tentage per mensem.	Tentage per annum.	Travelling allowance per day.
13 Collectorships...	2,333 5 4	28,000 0 0	87 8 0	1050 0 0	5 4 0
1 Vizagapatam...	2,500 0 0	30,000 0 0	87 8 0	1050 0 0	5 4 0
1 Ganjam... ...	2,850 0 0	34,200 0 0	87 8 0	1050 0 0	5 4 0
1 Tanjore... ...	2,583 5 4	31,000 0 0	87 8 0	1050 0 0	5 4 0
1 Masulipatam...	2,508 5 4	30,100 0 0	87 8 0	1050 0 0	5 4 0
1 Cuddapah... ...	2,333 5 4	*28,000 0 0	87 8 0	1050 0 0	5 4 0
1 Guntoor... ...	2,333 5 4	*28,000 0 0	87 8 0	1050 0 0	5 4 0
1 Kurnool... ...	2,000 0 0	24,000 0 0	85 4 0	1023 0 0	5 4 0

14. The Collector of Tanjore is Political agent for the Government at the Court of the Rajah. In 1842, the duties of Resident were transferred to the Collector, with an additional allowance of Rs. 250 per mensem, which has been drawn ever since. Of the duties of his office the Collector writes:—"The duties of a representative of the British Government at a Native "court, are, at all times, delicate, and important, and they are peculiarly so at Tanjore at pre- "sent, owing to the decease of the late Rajah, and the unsettled state of affairs owing to his "demise without male issue. At the present time, the domestic embarrassments of the late "Rajah's numerous widows; many of their differences and complaints; their requisitions for aid "and attendance, when visiting shrines in the neighbourhood; similar calls when paying visits of "ceremony; complaints of insufficient or indifferent supplies to the Rajah's granaries; requisi- "tions for funds for making up female ornaments; quarrels as to the disposal of surplus funds "arising from unexpended allowances; money wanted for the performance of domestic duties "connected with the growth of children, and other matters, which whether trifling or impor- "tant, occupy time, create work, and cause anxiety; and numerous other petty requisitions "which it would be tedious to specify, all these fall within the province of the Resident as now "constituted, for adjustment and arrangement. Appeals against the proceedings, measures, and "decisions of the Rajah's three civil and one criminal Courts, come before the Resident when "parties concerned consider that there has been a failure of justice; and even where a decree "has issued from the highest civil special appeal court, it is still liable to be brought before the "Resident on various grounds, whether tenable, or frivolous. All matters connected with the "police and municipal regulations of the town and suburbs of Tanjore, within the Rajah's own "jurisdiction, are under the general control and superintendence of the Resident, who thus be- "comes, in fact, the real magistrate of what was intended to be managed by the Rajah himself. "Recently, all the charity houses, and other endowed institutions of the Rajah, have been "brought under the direct control and management of the Resident in his capacity of "Collector, in order to substitute regular, and systematic guardianship, for what was "previously confusion and extravagance, for the interests of the favored influential "few, instead of the numerous needy hundreds requiring the aid of these institutions." The Collector also represents that "the union of offices of Collector and Resident has added to the "expense of the Collector, who, called upon at times to live at Tanjore, must maintain an in- "creased establishment, being expected to support, in some degree, the credit of the office, and "is also frequently obliged to travel on account of its duties from distant parts of the district."

15. I cannot recognize any claim to an increased allowance on account of the duties above enumerated, except as regards the hearing of appeals from the Rajah's Civil and Criminal Courts. The Collector's time should not be occupied in providing female ornaments, or in "the provi- "sion of money for the performance of domestic duties connected with the growth of children." If the duty of hearing these appeals is to remain with the Collector, an extra Rs. 1000 per annum may be allowed to meet the extra responsibility connected with them; but it appears to me that arrangement should be made, as soon as possible, for relieving the Collector of such extraordinary jurisdiction, when the allowance may cease. There will be a saving of Rs. 2,000 per annum.

*After six years' residence Rs. 30,000

16. The Collector of Cuddapah informs me that the necessity for the extra allowance exists at present as much as it did before, as the climate has not changed for the better, and the Collectors object to remain in the district when they can possibly obtain another Collectorate. Eleven or twelve different Collectors have been in the province within the last twenty years.

17. The Collector of Guntoor represents that the circumstances under which the extra allowance of Rs. 2000 per annum was granted remain unaltered. The aversion to the district is as strong as ever; and, now, in addition to the unhealthiness of the climate, there is the objection of overwhelming work without suitable assistance. Since the establishment of covenanted officers was organized, with the exception of two talooks, ryotwarree management has taken the place of Zemindaree management, and no provision has been made for the additional labor entailed on the office. If two classes of Collectors be introduced, there will no longer be any occasion for the extra local allowances in Cuddapah and Guntoor.

18. The Collector of Masulipatam says the extra allowance has been granted ever since 1826. It was originally Rs. 350, but was reduced by order of the Court of Directors in 1831 to Rs. 175. Masulipatam was made, what is called in Bengal, a receiving treasury, but of late years the expenditure has been so large on public works, that there have been few remittances. As there are but three treasuries in the Peesidency in which the receipts are less than at Masulipatam, there can be no good reason for continuing this extra allowance, and I recommend that, opportunity offering, it be withdrawn.

19. The amount of salary suitable to a Collector under the Madras Presidency has, on several occasions, been the subject of warm controversy. In 1836, the Board proposed that ten Collectors in charge of the largest districts, in those days called "principal Collectors," should have a salary of Rs. 31,200 per annum, and they especially recommended that the salary should not be attached to particular districts, but should be conferred, at the discretion of the Government, on those Collectors, who had the strongest claims to the distinction from past services and present usefulness, and that they should be located wherever the Government might consider their services to be most required. The Board's suggestions were unreservedly supported by the Madras Government in their letter to the Government of India, dated the 9th February 1836; but the Court of Directors, by their letter of the 10th July 1839, disapproved of the scale of allowance sanctioned, and of the principle on which the superior allowances were to be assigned, and directed that Rs. 28,000 per annum should be the salary of a Collector. The Board of Revenue, in their letter dated the 4th May 1840, warmly repeated their recommendations. They representated that Sir Thomas Munro, conceiving that it was necessary to make the revenue at least as attractive as the judicial department, caused districts to be consolidated, with a view to confer more extensive duties, and to make the charge more onerous and more lucrative, and created subordinate collectorates in which the junior classes might be trained. They maintained that the policy which dictated, that measure was sound, and, though they forbore from pressing their scheme for remuneration according to the deserts and claims of an individual, without exclusive attention to the resources of the district which he happened to hold, they earnestly reiterated their request that the scale of allowance before proposed should be authorized. They represented that the Court's orders would again cause the revenue department to revert to that state of depression in which Sir Thomas Munro found it in 1821; that it was unfair to compare the emoluments of Collectors under the Madras Presidency, with the Collectors under the other Presidencies; for the duties and labors of the Collectors at Madras and Collectors under the Bengal Government were widely different; that in Bengal the settlement was permanent, and in the N. W. Provinces, had been made under village leases for thirty years; whereas at Madras most Collectors had to make a direct settlement with every individual cultivator in his district. They further urged that, in Bengal, Salt Agents and Superintendents of Chokies conducted all duties connected with the Salt Department; whereas, in Madras, they also devolved on the Collectors. The Board reminded the Government that it had been observed by Sir Thomas Munro that, whoever regulates the assessment of the land really holds the mainspring of the country; and that an equal and moderate assessment had more effect in preventing litigation and crimes, than all our Civil and Criminal regulations; consequently the necessity of securing the highest talents and respectability in

" kept undivided,) Malabar, Cuddapah, Bellary, Tanjore and the two divisions of Arcot, should " not be paid a lower rate of salary than Rs. 34,000 per annum."

24. The Board's statement of the labors of a Collector is not altogether free from exaggeration. The Collector does not make an annual settlement with the ryots individually. Such was the theory, but it was never carried out, and has been abandoned at the recommendation of the Board. In the report of the 4th July 1855, they wrote—" Statement No. 9, shews the " *Dittum*, or the extent of land under occupation in the districts under ryotwarree management, " The *Dittum* statement, as at present prepared, has so little use or trustworthiness, that the " Board will offer no remarks on it. In theory, the revenue officers collect the ryots at the " commencement of the Fusly or agricultural year, to enquire what lands they wish to retain, " give up, or newly occupy, and take engagements from them accordingly; but it is manifestly " impossible, with the present limited agency, that this should be done, even imperfectly, before " the actual time for cultivation has passed, and the account is therefore practically useless; " while the form of going through it occupies unprofitably the time of the public servants, and " has more serious disadvantages. It summons the ryots from their villages at an inconvenient " season, exposes them to petty exactions, and prevents their enjoying full liberty of cultivation, " since native revenue officers are averse to shewing a decrease in the land under occupancy. " The Board therefore propose altering the *Dittum* arrangement, and establishing the rule that " each ryot is answerable for his holding of the preceding year, unless, within a fixed time, he " presents a writing detailing any fields which he wishes to resign, or any new land which he " wishes to occupy. All these representations are to be promptly settled, and, on their comple- " tion, the cultivation returns of the year shewing the land under occupancy, will be drawn out." The second paragraph of the Minutes of Consultation, dated the 11th March 1856, sanctioned the proposed alteration of system, and the Board were directed to draw up some precise and definite rule in lieu of it, providing for the punctual and complete registry of transfers, as well as of relinquishments of land, in order that time might not be wasted at the Jummabundee.

25. In another place the Board write*—" To use the emphatic language of the late " active and laborious Collector of Rajahmundry, the work of improving the administration of a " district, and checking oppressions and corruptions, demands much severer exertions than a " man of ordinary strength and capacity can make without sacrificing every idea of comfort, of " repose, of health, of attention to private affairs. This description is not exaggerated. No " Collector, however able, however anxious to perform his duty, can possibly accomplish all " there is to be done, to his own satisfaction. He must ever be oppressed by the conviction how " much is left undone which ought to be done, how inefficiently the police is superintended, how " much fraud on the revenue there is which he is quite unable to detect or punish, how much " less he often is to protect the weak from the strong, or from his own subordinates, how much " room there is for improvements of all kinds which he cannot find time to investigate or mature, " and how many evils exist for which he has no leisure even to think of devising a remedy."

26. The size of the districts and the ryotwarree management, cannot be admitted to be legitimate grounds for increase of salary. Doubtless much labor is caused by the system, but the Board in their letter of the 22nd January 1855, admitted that the work was not done. They said that " the Collectors were utterly unable to do more than a part of the duties required of " them." This is undeniable ground for dividing the districts, or for increasing the number of the assistants, but not for increasing the remuneration; it would be as reasonable for a man who has ploughed one acre, to demand an increased price because he had been told that, if he could, he was to plough two. Though the Board express their approval of the plan introduced by Sir Thomas Munro, of increasing the size of districts in order to provide a justification for an increased rate of pay, and pronounce the policy sound policy, I must regard it as a mistake. It may be very necessary to afford means of promotion, and to hold out a stimulus to exertion to Revenue Officers, but instead of following Sir Thomas Munro's plan of unwieldly districts, too large for one man to control, not for want of ability, but merely for want of leisure; instead of wearing out able men in combating with details occupying much time, and giving much trouble, but really requiring nothing more than care and method in the disposal of them; instead of employing all, the quick and the slow, the able and the inefficient on the same routine work, I would

* See letter dated 22d January 1855.

have all the districts of a manageable size, pay only for work done, and not for work allowedly left undone, and make suitable use of the superior intellect, superior industry, and superior acquirements always found in a few only, by placing them in a position of control.

27. I requested the Board of Revenue to inform me what objections existed to the division of Canara, Malabar, Tanjore, Bellary and Cuddapah, and mentioned that I did not include Madura in the list, because I understood that a large portion of the district being comprised in two Zemindaries, the business of the Collector's office was considerably less than in some districts the dimensions of which were much smaller. The Board in answer say that, they had, in 1855, advocated the division of Bellary and Cuddapah, and send me a copy of their letter to the Government, dated the 25th January 1855. In paragraph 15 of this letter they wrote:—"The "Board also consider it essential to effective administration that the immense districts of Cuddapah "and Bellary should both be divided. Each contains now about 13,000 square miles, and will "be only very slightly reduced by the proposed annexations to Kurnool. This is double the "extent of North Arcot, South Arcot, Salem and other full sized districts. Half that extent, "or about 6000 square miles, would be an ample charge for a Collector, aided by a Sub-Collec"tor and establishment as above indicated, and even the new districts so formed would still be "two and a half times the average size of the Collectorates of the N. W. Provinces. It may "be added that both in the judicial administration, and in that of the pualic works, these two "Collectorates are at present notoriously very much too large for efficiency. In every point of "view it is highly desirable that they should be subdivided, some of the Talooks contained in them "are also far too large, and ought to be subdivided also." The Board are opposed to the division of either Canara, Malabar or Tanjore.

28. The Collector of Bellary is of opinion that such an extensive charge should be subdivided, but he thinks it is questionable whether it would not be better to create two or more sub-Collectorates, than to divide it into two districts; and, on the whole, he gives his opinion in favour of the former arrangement. He observes that division into two districts "creates a necessity for an "entirely new English, and account, and Treasury establishment, without, at the same time, "relieving the old establishment of any, or of but very little of its present work. A Collector "has many transactions or correspondence with the Government, the Board of Revenue, "the Accountant General, the Civil Auditor, with other Collectors, Commissioners and Resi"dents, and with almost every public department, Revenue, Judicial, Military, Financial, &c., "and his time is consequently very much occupied in conducting the correspondence, &c., with "those departments, and if a separate collectorate is made, it will be necessary that these duties "be performed by both Collectors, it will not relieve the single Collector of any of his duties in the "Eng-lish Department, or only so to a very small amount. The new Collectorate will therefore be "burdened with much work without relieving the other, which is objectionable. But if in lieu "of the district being divided into two Collectorates, it was retained, as at present, under one "collector, aided by two or more Sub-Collectors, this objection would not present itself. The "Collector would, as now, undertake the correspondence with all the other Departments, and "superintend the single Treasury for the whole district. The Sub-Collectors should have very "independent and responsible charges, and, being relieved as they now are, from the other duties "referred to, could give their whole time and attention to the immediate duties of their districts, "revenue and police. For this reason, I would be inclined to advocate the division of the dis"trict into Sub-Collectorates, under the general control of the Collector, but with the full powers "of Collectors within their own districts. I think this would tend more to the benefit of the "people, and the district, than making the district into two separate Collectorates. The Bellary "district is of such a size, that it could with advantage be formed into three Sub-Collectorates. "These officers, with the powers of the Collector within their own sub-divisions, ought to afford "very efficient aid to the Collector, whose duties are so numerous as to distract his attention from "many details which the Sub-Collectors, unembarrassed, could afford ample time to attend to."

29. It certainly would be cheaper to assist the Collector by appointing such a number of Deputies and assistants, as would enable him to perform the work, than to divide the district. Besides

the expenses mentioned by the Collector, if another Collectorship is established, there must be expense incurred in extended office accommodation, a new treasury, and a guard house. The difference of expense, in point of salaries, would be Rs. 18,800 per annum, as shewn below:—

	Expense if divided.				Expense if not divided.			
For each Division.	Collector	20,000	0	0	Collector	23,000	0	0
	Assistant (Covenanted).	7,800	0	0	1st Assistant (Covenanted.) ...	9,600	0	0
	Deputy Collr. (Uncovd.)	6,000	0	0	2d. . Do. Do. ...	7,800	0	0
	Do. Do. ...	3,600	0	0	Dpty. Collector (Uncovd.) ...	7,800	0	0
	Do. Do. ...	3,000	0	0	Do. Do. ...	6,000	0	0
					Do. Do. ...	3,000	0	0
		40,400	0	0				
				2	Rupees.....	57,200	0	0
					4th Assistant (Covd.)... ...	4,800	0	0
	Total Rs... ...	80,800	0	0	Total Rupees.....	62,000	0	0

30. I do not reckon 4th class covenanted assistants as belonging to the strength of the establishment; they are for the most part mere learners, and, generally speaking, cause nearly as much trouble as they save.

31. Although the Collector represents that a sufficient establishment of Sub-Collectors would tend more to the benefit of the people than a division of the district into two, I am favorable to division, especially for the sake of the people; because, I believe, that no authority less than that of a Collector can afford them that protection against the rapacity of the menials of the establishment to which they are entitled. Moreover, although I earnestly advocate the extension to the Madras Presidency of the system which has answered so well in other parts of the empire, the employment of natives in executive offices of trust and responsibility, I would not jeopardize the success of the measure by placing the officers employed so far beyond observation and check, as they would be in Bellary, if not divided.

32. The Collector proposes that each sub or deputy Collector should have, in his sub-division, the powers of a Collector. If such power were conferred, of course there could be no appeal from the orders of the sub or deputy to the Collector; the only appeal would be to the Board. This would be exceedingly objectionable in every point of view. The Collector would be productive of very little advantage to the people. less to remedy abuse, and the change would be productive of very little advantage to the people. Supposing Commissioners of Revenue to be appointed, the evil of the great distance of the appellate authority would be, in some measure, mitigated, but it would not be desirable to overwhelm the Commissioners with appeals in little matters direct from all the sub or deputy Collectors. It would be most convenient to the people that they should have the privilege of a second hearing, without having to go beyond the limit of the district, which will in many instances be still a long way of; for even, when divided, as before shewn, the Bellary districts will be each above 6000 square miles, or some 80 miles in length and breadth. I have no hesitation in recommending that Bellary should be divided into two districts.

33. It has already been resolved to transfer one talook* from Cuddaph to Kurnool. The transfer was sanctioned in the Court's despatch, dated the 8th October 1856, and the transfer of two more talooks† is meditated.

34. The Collector is of opinion that the district will not be too large if the three talooks are transferred to Kurnool.

35. The Collector of Canara, though he considers it doubtful whether the change is now absolutely necessary, thinks the division desirable, and a step in advance. He writes—"A glance "at the map will shew the peculiar configuration of the district of Canara, which is nearly 300 "miles long, though in the centre a mere strip of coast of about 15 miles in width. North and "South of this point, the country gradually extends, until the eastern boundary, in both instances, is from 80 to 100 miles from the sea shore. The institutions of South Canara differ "widely from those of the Northern portion of the district. The interests of the North and "South are unconnected. The products of the two divisions vary, the trade differs in character, "and the exports, for the most part, go to different markets. Canara is already divided into "two Zillahs, and the judicial establishments of each are independent and complete. The Collector has a subordinate treasury at Honore, into which are received, in the first instance, the

" [illegible] of five of the Northern talooks, and a division of the districts into two Collectorates " would make the money there collected available for bills, (a point regarding which difficulty " has hitherto been experienced,) and the commerce of North Canara would therefore be benefit- " ed by the change. When the present condition of this part of the district, and its future " prospects are considered, the value of the proposed change is still more apparent. An enormous " amount of produce, from the interior, finds an outlet at the ports of Coompta and Tudry, and " North Canara possesses the only harbour on the Western Coast, " Bombay excepted, which can be made a shipping port at all " seasons. In extent, North Canara* exceeds the Southern " division, but is not so far advanced, or so thickly populated as the country South of Canda- " pore. It is, however, intersected by more roads, made or under construction, and is making " rapid strides, both in prosperity and population. It contains almost all the teak forests for " which the district is famous, and would form an important, " compact, and manageable Collectorate. Of the South,† I need " say little more, than that its population and revenue exceed " that of North Canara, and that the general reasons which affect the question under discussion " are applicable to both divisions."

*Area ... Sq. Miles [illegible]; Population (No. of persons) [illegible]; Revenue ... [illegible]

†Area ... Sq. Miles [illegible]; Population (No. of persons) [illegible]; Revenue ... 14,76,478

36. The Collector at the same time mentions that there is no practical difficulty in managing the district, if the required number of European officers are present at their posts. North Canara is usually entrusted to two Sub-Collectors, men of standing and experience, but for the last two years there has been one only, who is over burthened, while the Collector's time is completely taken up with details and office work, to the prejudice of the duties of supervision, which he ought to be in a position to perform. It is represented that the creation of a second district would increase the correspondence with the Revenue Board and other Presidency offices.

37. It must be admitted, I think, that the efficient superintendence by one person of a province three hundred miles long, containing a population of 1,126,938, of whom 71,419 persons pay revenue direct to the Collector, and therefore cannot avoid having business with the revenue authorities, is an impossibility. If it is possible, the three Collectorships of Cuttack should be immediately thrown into one, for the aggregate land revenue of the whole province is less than the land revenue of Canara by Rs. 1,16,778;‡ and by reason of the system which prevails in Canara, there must be much less business in the collection of the Cuttack revenue, than there is in the collection of the Canara revenue, ryotwarree. Is not the superintendence of the collection of Rs. 14,76,218 in a district one hundred and fifty miles long, a sufficient charge? The average Land Revenue of the Bengal districts is Rs. 10,35,801; of the North West Provinces, Rupees 13,09,686; of Bombay, Rs. 13,56,783. I consider Rs. 10,00,000 to be a sufficient charge for one officer if the ryotwarree system prevails, and really efficient management is expected. I find no local peculiarities rendering it desirable that the districts should not be divided, such as will be mentioned with reference to Tanjore. On the contrary, all local peculiarities make the separation desirable. The expense of two Collectors of the second grade at Rs. 20,000 per annum each, would be Rs. 2000 per annum less than the expense of a Collector on Rs. 28,000, and a Sub-Collector on Rs. 14,000 per annum. If there was one Collector of the first grade on Rs. 28,000 per annum, and one of the second grade on Rs. 20,000, the expense would be Rupees 6000 per annum more than at present. The expense of the establishment of the new Collectorship would be about Rs. 300 per mensem, or Rs. 3600 per annum, in excess of the existing establishment. So that when looked at apart from other arrangements, the expense of the division would not exceed Rs. 9,600 per annum; and should both Collectors be of the second grade, the expense would be only Rs. 1,600 per annum.

‡Canara ... [illegible]; Cuttack ... [illegible]

38. The advantages of the division would, I believe, cover the increased expense a hundred fold. Much, the payment of which is now altogether evaded, would be secured, and much would come to the treasury which is now taken and embezzled by the Subordinate officers of the Department. A person who cultivates ten acres, induces the Kurnum to write down eight, paying for so doing the revenue of one of the two concealed acres. Under more efficient superintendence, the revenue of both the concealed acres would come to the treasury. It is true that in Canara the system is not so entirely ryotwarree as it is in other parts, and the alterations which annually take place in the quantity of land held by, and the amount of revenue payable by individuals, are fewer than in several other districts, by reason of the more complete

*[illegible]

‡[illegible] and [illegible].

proprietary interest enjoyed by the occupants; but the 71,419 who hold their lands direct from the Government, are scattered over a country three hundred miles in length, and as many of them have tenants holding under them, suits for arrears of rent are more numerous there than in other districts. They amount to above 5,000 in a year.

39. The Board of Revenue are opposed to the division of the district. The Secretary writes:*—" Canara has also its marked local peculiarities as respects situation, language, and " tenures, though it does not possess the same uniformity as Malabar. It was formerly divided " into the two districts of North and South Canara, and each portion now possesses its separate " civil and sessions court. The Board do not consider that any risk, or even serious public in- " convenience would follow if the two divisions were again placed under separate collectors, but " they fail to see the advantage of such an arrangement. It would multiply correspondence, and " prevent that regularity and uniformity of system which results from its sea ports, its forests, " its salt pans, and its frontier, on the Mysore side, being under the same chief authority, while " no substantive improvement would be effected in its general internal administration." The Board fail to see the advantage of a division, and do not think that any substantive improvement would be effected in the internal administration of the district! Supposing there to be no local peculiarities, favorable or unfavorable to a division, the Board would not divide the district merely because it is 300 miles long, and affords more work than can be performed by one person. They do not think the internal administration would be improved if the Collector had a district 150 miles long instead of 300 miles long, 14 lacs of Rupees to collect instead of 26 lacs, and the fair treatment of 35,709 persons, paying revenue to the Government, to secure, instead of 71,419 persons. They admit, in other places, that the whole establishment, from the Tahseeldar downwards, is corrupt—that the sum annually appropriated by the native officers is not less than Rs. 20 lacs,† and yet they do not advocate division of the unwieldy districts over which it is impossible that efficient control can be exercised. I do not think that the Board have succeeded in shewing that division would cause any inconvenience. The first consideration is the protection of the people and the Government, against the corrupt dealings of the crowds of underpaid officials, the employment of whom is necessitated by the system which prevails. Division of Canara is essential to that end, and I recommend that the district be divided.

40. The Board are opposed to the division of Malabar into two districts. They write— " The province of Malabar has strong peculiarities. It has a language, a population, and land " tenures which differ from the rest of the Presidency, and to preserve uniformity in its revenue " administration, it seems desirable that it should be under one controlling authority, aided by " an adequate number of subordinate officers. For its police management, this arrangement " seems absolutely indispensable, and the grave events which have taken place there, shew that " the chief Magisterial authority could not be divided without embarrassment and risk." Had it been proposed to add a portion of Malabar to some other district, or to add a portion of some other district, to Malabar, the representations of the Board would have been worthy of attention; but I can see no reason against division of the district in the dissemblance of the people from the inhabitants of other provinces, while I think it very probable that holding the jurisdiction of the Collector and Magistrate would do much towards the prevention of outrage for the future. He would be better informed of the state of the country under his management, know more of the people, and be more ready to remedy any grievance that might exist.

41. Mr. Robinson, the acting Collector, strongly supports the division; and Mr. Chatfield, now Sessions Judge of Tellicherry, who was for many years Sub-Collector of Malabar, is also in favor of the measure. The Collector writes—" During ten years experience in all the different " appointments of the administrative department of the province, I have long felt satisfied that the " interests of the public, as well as of the Government, have both suffered much from the paucity " of covenanted officers of standing and experience in this important province, and the reten- " tion of this very extensive district under one collectorate. I feel with every officer of ex- " perience in it, Native as well as European, that, year by year, this difficulty is increasing at a " rapid rate. The province is advancing, while the Government of the country is lagging further and " further behind its wants. I therefore beg to state my strongest, and most earnest conviction, that " the interest of the country requires that the district be divided into two Collectorates, Geographi- " cally, the district stretches from Caway to Cochin, along a seaboard of 188 miles; and including " Wynaad, Koondah hills, Attapady Vallies, and the Palghat talook, it has generally a breadth " of 60 miles. The following statement gives the principal heads of satistical information:—

* Letter dated 24th April 1857, No. 1281.

†Note.—The Government say it is highly probable that the amount is double. (See Minute of Consultation 13th August 1855, Paragraph 11.)

Salt Average of Five Years.

Names of Talooks.	Area Square Miles.	No. of		Population.	Average per Square Mile.	Land Revenue.	No. of Revenue Payers.	Misc. Abkary and stamp.	No. of stations for receiving and issuing.	Sales.		Receipts.	Establishment.	
		Umbrum.	Deshom.							G.	M.	Rs.	No.	Salary
1	2	3	4	5	6	7	8	9	10					
1 Caway	521	22	165	91,881	176	96,912	15,674	13,994	3	...	...	...	...	...
2 Cherikul	130	21	111	80,277	617	85,616	10,769	14,857		499	13	59,893	5	660
3 Cotteyom	487	28	219	106,319	218	1,09,215	15,964	50,598	10	433	20	50,800	5	1,272
4 Cartenaad	193	31	146	90,210	466	1,01,483	11,688	14,927		...	...	...	...	...
5 Wynad	1160	16	69	50,765	43	29,619	2,622	5,505	...	...	...	...	...	...
6 Coorombrenaad	396	33	257	103,509	261	1,11,546	15,572	12,294	4	...	...	...	...	...
7 Calicut	261	34	154	123,354	471	1,16,482	12,371	59,591	5	746	105	89,625	6	1,044
8 Ernaad	656	26	108	97,351	148	94,189	8,529	9,689	...	...	...	...	...	...
9 Shernaad	165	24	107	103,869	629	97,921	12,615	9,951	...	...	...	...	...	...
10 Betutnaad	173	29	178	100,696	582	1,01,710	12,819	33,396	3	80	26	9,626	3	240
11 Walloowanaad	875	31	165	99,894	114	1,13,614	13,307	7,579	...	71	92	5,298	5	396
12 Chowghaut	134	21	155	94,823	707	99,798	10,795	5,409	3	273	94	29,300	4	444
13 Nedinganaad	286	36	154	117,819	411	1,26,496	13,290	14,334	...	691	37	82,957	7	1,008
14 Kootnaad	116	24	168	85,936	740	96,029	8,215	8,000	5	87	101	9,558	2	168
15 Temelprom	695	23	50	94,760	343	1,35,268	9,243	16,712	...	116	29	12,440	2	168
16 Paulghaut		33	95	134,523		1,25,009	16,158	27,267	3	16	43	1,217	...	...
17 Cochin (a Town)	3	1	...	11,326	3,775	22,392	741	10,488						
Total ...	6,252½	433	2,301	1,587,312	254	16,63,209	185,372	3,14,591	36	3,016	80	3,50,714	39	5,400

Names of Talooks.	Maritime and Coasts. Export.		Import.		Establishment.		No. of stations for receiving and issuing.	Revenue. Sales.		Receipts.	Establishment.	
	Value.	Duty.	Value.	Duty.	No.	Salary.		G.	M.	Rs.	No.	Salary
1 Caway	8,47,094	2,753	13,74,579	1,891	17	1,710 12 0	1	499	13	59,893	5	660
2 Cherikul	12,86,994	5,969	21,39,863	218	60	4,492 0 0	1	433	20	50,800	5	1,272
3 Cotteyom	...	...	...	...	...	...	...	...	...	...	...	...
4 Cartenaad	92,259	45	1,14,353	...	6	...	...	...	...	...	...	...
5 Wynad	15,60,528	7,646	18,24,818	7,045	42	6,270 0 0	1	746	105	89,625	6	1,044
6 Coorombrenaad	...	...	...	...	8	610 0 0	...	...	...	...	...	...
7 Calicut	...	...	...	...	...	...	...	...	...	...	...	...
8 Ernaad	2,70,386	44	34,764	...	9	675 0 0	...	80	26	9,626	3	240
9 Shernaad	75,400	14	57,732	...	8	579 12 0	1	71	92	5,298	5	396
10 Betutnaad	...	...	...	...	...	...	...	273	94	29,300	4	444
11 Walloowanaad	...	...	...	...	...	...	...	691	37	82,957	7	1,008
12 Chowghaut	6,70,779	312	2,12,200	...	12	1,012 0 0	1	87	101	9,558	2	168
13 Nedinganaad	...	...	...	...	...	...	...	116	29	12,440	2	168
14 Kootnaad	...	...	...	...	...	...	...	16	43	1,217	...	...
15 Temelprom	...	...	...	...	...	...	...					
16 Paulghaut	17,77,279	31,964	27,23,608	20,843	22	2,673 0 0	1					
17 Cochin (a Town)												
Total ...	65,80,719	48,747	84,82,017	30,012	178	18,022	8	3,016	80	3,50,714	39	5,400

Names of Talooks.	Tonnage on square rigged vessels in 1856, outwards & inwards.	No. of harbors.
1 Caway	1,153	3
2 Cherikul		
3 Cotteyom	1,332	10
4 Cartenaad		
5 Wynad	123	...
6 Coorombrenaad	1,535	5
7 Calicut		
8 Ernaad	...	...
9 Shernaad	...	...
10 Betutnaad	120	3
11 Walloowanaad		
12 Chowghaut	30	...
13 Nedinganaad		
14 Kootnaad	285	5
15 Temelprom	...	...
16 Paulghaut	2,247	3
17 Cochin (a Town)		
Total ...	6,825	36

N. B.—Malikanah allowance to 70 Rajah Families, to the amount of Rs 2,03,186-4-9 entail's a great deal of business on the Collector.

42. The Collector represents that Malabar is a "wealthy, enterprising and advancing country. The Wynaad talook contains 50 European Coffee Planters. The peculiarity of Malabar, "and its people, claims for it a strong European staff. The people are independent, bold and "litigious. The Mopla population alone amounts to 45,000 people. The province unhappily is "notorious for the violence and turbulence of its criminal population, and this branch of public "duty requires the most constant and anxious attention."

43. The Collector recommends the division of the province into two unequal portions. He would allot to the Northern division six talooks;—

Area	2,888	Square Miles.
Population...	522,961	Souls.
Land Revenue...	5,34,391	Rupees.
Rent Payers	72,289	Persons.
Customs	10,982	Rupees.
Salt...	1,10,693	Rupees.

44. This division would include the very important talook of Wynaad, which requires the frequent visits of a European covenanted officer.

The Southern division will contain ten talooks;—

Area	3,364	Square Miles.
Population	1,064,351	Souls.
Land Revenue	11,28,908	Rupees.
Rent Payers	113,083	Persons.
Customs	67,877	Rupees.
Salt	2,40,021	Rupees.

45. The Collector explains fully his reasons for recommending such an unequal division. He writes in his letter dated 23rd June 1857—"Mr. Chatfield proposed the same division, and "every European and Native official, or inhabitant of the district whom I consulted, at once "assigns the same boundary. Indeed, any other sub-division would create confusion in the administration, and inconvenience to the people. It is in short the division* now existing in the "administration of civil and criminal justice, and that to which the province tends historically, socially, commercially and politically. Historically, as well as in regard to the character, "temper and customs of the people, there is a wider difference between North and South Malabar than is generally supposed. It is indeed greater than actually exists between many of the "Tamil and Teloogoo districts in the Presidency. Commercially and economically speaking, "likewise, the two parts of the province are in a great measure independent of each other. "Each has a free sea board, each excellent harbours of export. The northern division exports "pepper, &c., from Tellicherry, and the import of rice required to feed its population is from "Canara, not from South Malabar. But the line of demarcation cannot be brought further "south than Coormenaad, without deranging this condition. The talook of Calicut is dependent "on Ernnaad, and Shernaad, for rice, &c., and these, in their turn, find their ports of export in "Calicut and Beypoor of the Calicut talook. The talook of Cooroombernaad could not, therefore, without great inconvenience, irrespective of many other considerations, be transferred to "North Malabar. It may be further remarked that the division which I propose is contermi"nous† with the well tested division of the province for the purpose of judicial administration, "civil and criminal, which, though somewhat unequal, has long subsisted, and has been found "eminently suitable. Again as regards the fiscal arrangement, I consider that no other division "could conveniently be made. There are features of difference in the revenue settlement of administration of North Malabar, as compared with South Malabar, which it were out of place to "give in any detail here, but which tend to prepare the two divisions for separation."

46. Though the Board are opposed to the division, I think the Collector shews the measure to be needful. Indeed, unless, as in Tanjore, there are peculiar local causes which

* "The talook of Coormenaad is at present attached to the Zillah of south Malabar, as being nearer to Calicut than Tellicherry; but its transfer to the Court of North Malabar, to which it properly belongs, would necessarily follow in the division "of the districts proposed. This transfer would tend to equalize more the labors of the respective Courts, without causing "any material inconvenience to the people."

† "The talook of Coormenaad excepted, which now belongs to South Malabar but ought to be transferred."

make the division unadvisable, it must contribute to good government. In order to find sufficient reason for division, it is necessary only to look at the map, and take into consideration the amount of revenue, and the number of people by whom it is paid. I may add that, in 1855, there were 493 criminal trials, the collector and his assistants received 15,542 petitions, and passed, of all sorts, 31,128 orders.

47. The south division will still, including the customs and salt departments, be a very onerous charge, the resources will be above fourteen lacs of rupees, and considering the character of the people, and the nature of the settlement, I feel assured that the business cannot be timely and properly performed with a less establishment than I have allotted.

48. The division of Tanjore is also considered unadvisable for peculiar local reasons. The lands form a delta dependent on a chain of irrigation works supplied from the same sources. To check disputes regarding water, to facilitate the adjustment when they occur, and to aid in the protection and maintenance of the embankments and sluices, it seems essential to the Board that the superintendence of the entire province should be vested in one officer. The peculiarities of the Oolongoo system of settlement, is another strong argument for the same course, as difficulty and dissatisfaction would arise if the price of grain, and the rates of remission in unfavourable years, were not fixed in a uniform manner throughout the district.

49. The collector is of the same opinion. He writes:—"A principal drawback to the "division of the district into two collectorates, would, however, be the immense difficulty of "reconciling the conflicting interests of the landholders cultivating under the numerous streams "which irrigate the Tanjore delta. The prosperity of the province is mainly dependent on "the uniformity of the system in respect, which has hitherto been observed, but which could "not, I think, be maintained, unless these sources are under control as to distribution, repair, "and improvement, by a single head. On the cession of the province in 1799, it was divided "into two collectorates; but the system did not succeed, and it has ever since been a single "charge. On the whole, therefore, after a careful consideration of the question, I am of opinion "that the arguments against a division of the district are more weighty than those in its favor, "and that the prosperity of the district demands that existing arrangements should not be "disturbed."

50. I consider this conclusive against division. It only remains to provide such assistance as will enable the Collector of such a district to discharge the duties which devolve on him. In deciding on the establishments necessary for the management of these large districts, but little attention must be paid to the opinions of Madras officers. They have all been accustomed to undertake that which could not be accomplished; and, till very lately, work left undone was habitually regarded as work done. Tanjore from all sources pays Rs. 47,52,287. There is every variety of settlement—Ryotwarree, Zemindaree, Amanee, Shrotriem, Village rents, rents varying with cultivation, and rents fluctuating with, and irrespective of prices. There are 6332 villages containing 1,676,086 inhabitants, who are notoriously litigious; and one class, which forms a considerable proportion of its inhabitants, are notorious for their lawless habits and thieving propensities. There are 115,954 persons who pay revenue direct to the Collector, and the treasury receipts are Rs. 54,01,470 in a year. The officer with all these responsibilities in the revenue department, is also magistrate and superintendent of police, with an establishment of 6327 police officers to control. Nevertheless, the Collector says that, "relieved and aided as "he is by a Sub-Collector of standing and experience, and by other European assistants, the "district, as it at present stands, does not seem to him more than a fit charge for one Collector." The establishment is a Collector and Magistrate, a Sub-Collector and three assistants. There are sixteen Thaseeldars and heads of police, seventeen Deputy Tahseeldars and police Ameens, and fourteen Mouzardars. The district is compact as regards the land revenue. There is a long seaboard, and sea customs are levied to the amount of 2,01,423. The salt revenue produces Rs. 4,72,211.

51. There must be at least eight officers in this district to ensure efficient management.

1 Collector and Magistrate.
2 Assistants of the 1st Class.
1 Assistant of the 2nd Class.
4 Uncovenanted Deputy Collectors and Deputy Magistrates, exclusive of a young covenanted apprentice assistant on the lowest salary. With Tahseeldars adequately remunerated, and vested with powers suited to their position, this, the most valuable district in the Indian Empire, will then be sufficiently provided for.

52. I did not propose to divide Madura, under the supposition that, in consequence of a considerable portion of the district being held under two Zemindarees, the labor of the office was not more than in other districts. But the Board intimate that "the state of the two Zemin-"darees has given the Collector much labor; that one of them, *Ramnad*, is likely soon to lapse "to Government; and that the other, *Sheevagunga*, is now under charge of the Collector, as "agent to the Court of Wards." The Board do not distinctly recommend that the district should be divided, but they say, by implication, that there is as much reason for dividing it as there would have been had the whole been held under ryotwarree tenure. It is very wonderful that there should exist a standing order, issued in conformity with instructions from the home authorities, that all property brought under the immediate management of the Collector, whatever system of management may have previously existed, is to be managed ryotwarree. I should be the last to advocate the violent supersession of the ryotwarree by any other system, whatever the disadvantages and inconveniences attending it; but I say, it is very marvellous that the revenue authorities, when they are well aware that the efficient management ryotwarree of their districts, with the establishments allowed, has been found to be impossible—(while they admit, again and again, that under it corruption prevails every where, and that the whole management is rotten to the core) should insist on the same system being introduced to the supersession of all other systems whenever opportunity may offer.* The large Zemindaree of *Ramnad* is likely soon to lapse to Government. Whatever may have been the system of management under the standing orders, the already overwhelmed collector must add to his unperformed work by introducing ryotwarree management into the lapsed estate. It is usual in the Bombay and Madras Presidencies, to regard all classes coming between the cultivators and the government, as intruders immediately to be got rid of. When it was found in Rutnagherree, under the Bombay Presidency, that the system of survey by fields, not more nor less than ten acres, could not be carried out by reason of the proprietary rights possessed by the village holders, the first impulse was, not to endeavour to suit the survey to the interests which were found to exist, but to get rid of the class† whose presence was inconvenient, and prevented the progress of the survey according to the system which answered very well when no classes superior to mere tenants at will were found. So long as these ideas shall prevail—so long as the worst ryotwarree management shall be considered preferable to the existence of any proprietary interest other than a ryotee interest, it will be necessary to regulate establishments accordingly.

53. I learn from the Collector that the Ramnad Zemindarree contains an area of 2,500 square miles, and a population of 396,898, and pays a peshcush of 3,31,568-8; that the probable rental of the Zemindarree at present, is six lacs of rupees, and that improvements might increase the rental to eight lacs of rupees. On the death of the present owner, this large estate must, for want of heirs, lapse to the Government; but as she is no more than forty-six years of age, this may not occur for many years. The area of the Sheevagunga estate, which is managed ryotwarree by the Collector, is 1694½ square miles, the population 370,924, and the peshcush Rs. 2,62,502-3-6. The Collector represents that the work is done apparently to the satisfaction of the Government, the inhabitants appear contented, and the revenue is steadily increasing. He does not advocate the division of the district into two Collectorships, and he is contented with the establishment as at present constituted. But with such an establishment, I believe efficient management to be impracticable, and with reference to the immense extent‡ of the district, I think division into two would be preferable to any increase of establishment under one officer.

54. The Right Honorable the Governor of Madras, in a Minute dated the 4th December 1856, records his opinion that the Collectors are not overpaid. His Lordship writes—"I shall, "therefore, now give my opinion respecting the Salaries of Collectors, by which I shall be guided "as regards those of the officers of the Sudder, and of account and audit. I have taken the best "means in my power to consider this subject, which I have had in view ever since my arrival in "this country, being acquainted with the reports so prevalent in England, of the excessive sala-"ries received by civilians in India. With regard to Collectors, looking to the position which

*Circular order of the 1st May, 1820.

†See paragraph 56 of Captain Wingate's Report of the 30th January, 1851

‡9427 square miles.

" they hold in the country districts, to the great amount of labor, mental and bodily, which they " undergo, their heavy responsibilities, the extensive area and large population over which they " preside, to the period of service which is required before attaining the office, I have no hesita- " tion in giving it as my opinion that they are not overpaid, and that it would be impolitic and " inexpedient to make any considerable reduction in their salaries, except under the prospect of " a financial pressure, which could be ascertained so clearly as to predicate a permanent pecuni- " ary deficiency in the public finances. I say that it would be impolitic, because the " tendency must be to depreciate the European officers in the eyes of the natives, " and to diminish their efficiency, by rendering them uneasy in their circumstances. The " first position mentioned above may, of course, be met by the argument that moral and " intellectual worth should be looked to. I am ready to give them full weight, but still I " contend, and it is evident in all history and in all parts of the world, that the means of main- " taining a position are quite as generally necessary for the purpose of controlling and directing " masses of men. The second position may, I am aware, be met by the assertion that the dimin- " tion would not be so great as to render the circumstances of the officers uneasy. This is the " real point at issue, and one which I am desirous of bringing prominently forward, in the hope " that it will be fully tested by those who will have to decide on this very important question. " For what is a Collector's position in this Presidency? He has to supervise the affairs, conduct " the public business, proceedings of the law Courts excepted, collect the revenues, and see to " the general welfare of from 150,000 to 1,500,000 persons spread over an area as large as two " or three, or even more, English counties. He attains this position after a service of from " eighteen to twenty years; which will, in all probability, be lengthened by the action of " the new furlough rules. He is probably married, and has to maintain children in England. " And here, I would most forcibly urge the vast importance of officers being so circumstanced as " to be enabled to marry, and to maintain and educate their families in a suitable manner. Their " expenses, I know, are very great in this respect. Not only have they to bear with the heavy " trial of separation from their children during the most interesting period of their lives, but " they have to make heavy pecuniary sacrifices in order to educate them at home. All these " points ought to be considered in fixing a Collector's salary; and, in addition, he should be " enabled to lay by something for retiring, when, worn out and broken in health, he shall leave " the service, or for providing for his children in case of his death. For, though a provision, by " the liberality of the Honorable Court, has been secured, yet that can hardly be considered a " sufficiency for a man and his family on his retirement to England. I would specially call at- " tention to the fact that a Collectorate, or a Judgeship, is the highest office to which the large " number of covenanted officers can hope to attain; and that, before arriving at either of those " posts, it can hardly have been in their power to save any thing. I say that it would also be " inexpedient, because the tendency of the reduction of salaries must shake the confidence of its " servants in the Government itself, and will lead to expectation of further changes on any " financial alarm. The result must be that the standard in moral and intellectual worth will be " lowered, and this difficulty requires to be guarded against more than ever, now that the admis- " sion to the Company's service is thrown open to competition, and that there is no reserve of " well educated young men maintained at its own expense, from which a supply could always, " under any circumstances, be procured. I have considered this subject with a view of main- " taining the officers of a vast empire in a proper position, and of securing the permanency of " British rule, which must be effected principally by the superintendence of officers of the " British race. No pains should be spared to secure this by first rate officers; and I say it, not " from any vulgar desire of maintaining our empire for the sake of rule and gain, for no one can " hope more sincerely than I do that we may lose it if we prove incapable of appreciating the " responsibilities which have devolved upon us, but because I am convinced that it is absolutely " necessary for the well being of the inhabitants of India, that our empire should be maintained."

55. All who are acquainted with India's wants, and take an interest in the welfare of India's sons, must approve these sentiments. I have expressed in other places my firm belief that it is now necessary, and I have said that I cannot see the time when it shall not be necessary, to bring from England young men who have received the education of English gentlemen. The real point at issue is this, what allowances will bring such men to India, and keep them here in a position of ease as to their own circumstances, and of influence such as is indispensable to the

efficient discharge of their duties? Considered abstractedly, it is impossible to shew that a salary of Rs. 23,000, or of Rs. 28,000 per annum is exactly the sum which ought to be assigned to a Collectorship. As Sir Robert Peel told the Committee which sat in 1850, it is a matter incapable of demonstration.

56. There are so many elements, *prima facie*, demanding consideration in computing the remuneration needful in order to secure the services of qualified men, and those elements are so various, and some so antagonistic to each other, that bewilderment and misconception can be avoided only by reference to experience and actual practice. The education necessary—the cost of that education—the scarcity of intellectual worth—the difficulty of proving moral worth—the standard to be adopted—the prospects afforded in England for men of that standard—the comparison of those prospects with the prospects offered in India—the relative position of office men in England and India—the expenses necessary in India—the disadvantages of a residence in India—the dryness of the climate for some—the dampness of the climate for others—the advantages of early marriage—the disadvantage of separation from children—the unfitness of Indian officials for any other employment if driven by ill health from India—the disadvantageous position of retired Indian servants—are a few, among the many subjects which I have heard discussed, again and again, without the remotest approach being made to any thing resembling a practical solution of the question—what was a suitable salary for a Collector, a Judge, or an opium Agent? The salaries of the Punjab and the North West Provinces were the first to come under revision. The standard fixed for the Punjab at the annexation, was considerably lower than the standard which prevailed in the North West Provinces. All allowed that the work in the Punjab had been well done; but difficulties were latterly experienced in procuring the services of the number of civilians whom it was considered desirable to employ in the country. Prospects in the North West Provinces had much improved, and it was necessary to bring the two services more together. After much discussion, I resolved to have three classes of Collectors in the Punjab with salaries of Rs. 23,000, Rs. 18,000 and 14,000 per annum, and three classes in the North West Provinces, with salaries of Rs. 23,000, Rs. 20,000 and 16,000. The measure was approved by the Chief Commissioner of the Punjab, and by the Lieutenant Governor of the North West Provinces. I have since had opportunities of discussing the rate of remuneration proposed with many of those interested, and with many disinterested parties, and I see no reason whatever to suppose that too low a scale has been adopted.

57. In a remonstrance against all reductions, lately received from the officers of the Meerut division in the North West Provinces, I find the following passage—" In considering the rela- " tive expense of the covenanted agency, I must contend that there is no test by which the " adequacy of the pay of the European element of the administration can be judged, except the " standard of the just hopes of present members, and the dictates of experience as to the cost at " which the efficiency of a civil administration in India, guided by Englishmen, can be maintain- " ed. The Colonies and Home Government, it will be admitted, afford no measure for compari- " son; and I assume, at once, that no experiment of obtaining cheap machinery at the risk of " eventual disorganization can be contemplated. We are aware that the position of Civilians in " the Punjab and Oudh, is pointed to in justification of a reduction of our salaries; but we reply, " that promotion and increase of pay fell to the civil officers who first took service in those " provinces, Collectors becoming Commissioners, and joint Magistrates obtaining charge of " districts; and that such temporary temptations will always lead men cheerfully to accept offices " though the general scale be lowered, and there was also the consciousness that they belonged " to a service which occupies the foremost rank in the Civil Administration of India, and that " they were not debarred from returning to the provinces solely administered by Civilians."

58. These are the most telling paragraphs of a remonstrance drawn up by Mr. Greathed, the Commissioner of Meerut, and signed by thirteen officers of his division, many months after they had been made acquainted with the extent of the reductions meditated. I agree with him that we can safely be guided only by experience. Experience has shewn that provinces can be well governed at a less cost than has prevailed in the Bengal and Agra Civil service. It is quite true that all those removed from the old provinces to the Punjab at the annexation, were promoted; and most of them would have gone willingly had the scale of allowances been even lower than it was. Had I adopted for the North West Provinces the scale introduced at the annexation into the Punjab, Mr. Greathed's remonstrance would have been reasonable; but the original Punjab scale of allowances was three classes, at Rs. 12,000, Rs. 14,400, and 18,000 per annum, giving an average of Rs. 13,200; whereas the scale which I propose to introduce in the Punjab has three

classes, at Rs. 14,000, Rs. 18,000, and 23,000, giving an average of Rs. 19,185; and the scale proposed for the North West Provinces has three classes, at Rs. 16,000, Rs. 20,000, and 23,000, giving an average of Rs. 19,666. As represented by the Right Honorable the Governor of Madras, the real question at issue is, will Rs. 19,666 per annum, procurable after from eleven to twelve years' service, tempt young men of education and honor—young gentlemen—to devote their lives to service in India, with all its admitted deprivations and drawbacks? I believe it will. Could a man with Rs. 19,666 per annum live in a manner befitting the Magistrate and Collecter of a district with a million of inhabitants, feel easy in his circumstances, and maintain the position necessary for the purpose of controling a large body of people? I believe he could; but I readily admit there must be steady economy in every part of his establishment, especially if there is a family to maintain.

59. I cannot admit that the scale proposed for Collectors and Magistrates under the other Presidencies is mistaken. On the contrary, though, when it was proposed, I had many anxious doubts on the subject, I have now none. The scale which I intended to propose has been widely known owing to measures taken by me to that end, and such opposition as has been offered, has, from its weakness, tended to confirm the propriety of the scale adopted.

60. Whether it is applicable to Madras, whether there is anything in the Madras Collectorships to make the scale of remuneration adopted for the other Presidencies unsuitable, is another question. The statement entered above, shews that the average of Madras districts is greater in area, population and resources, than the average of the districts under either of the other Governments; but the population of the most populous district, Madura, is one-third less than the population of Goruckpore, in the North West Provinces; the revenue of the richest district, Tanjore, is but one-fifth more than the richest district in Bengal; the area of the largest district, Cuddapah, is but one-tenth larger than the largest district in Bombay. I do not think that there is any occasion to make the salary of a Collector under the Madras Presidency, more than a Collector any where else; but there is no room for a third class. Only one of the existing districts, Ganjam, pays less than ten lacs of rupees; and the least of the divided districts, North Malabar, will pay Rs. 5,34,391 land revenue; and, including salt and sayer, Rs. 7,68,141. Instead of having three classes, as proposed for the Punjab, the North West Provinces and Bengal, I propose to have two classes, as in Bombay and Oude, and to place sixteen districts in the 1st class, with a salary of Rs 23,000 per annum, and nine districts, viz., all the five divided districts,* except South Malabar, in a second class, with a salary of Rs. 20,000 per annum.

61. It has been represented that the slowness of promotion in Madras, as compared with Bengal and the North West Provinces, should be considered. In my paper respecting the past and present prospects of the services, I have shewn that in Bengal and the North West Provinces, the five junior collectors have served between eleven and twelve years; whereas at the Madras Presidency, they have served between twenty-two and twenty-three years. This is a serious grievance, and it is most desirable that, if practicable, promotion should be accelerated; but I cannot admit the slowness of the promotion to be a legitimate ground for increased pay. The service should memorialize, and ask to be allowed to share with their brethren in Bengal and the North West Provinces, the appointments in the Punjab, Oude and the other non-regulation provinces in which civilians are employed. It may be objected that the languages of the Madras territory, and the language of the North West Provinces, are widely different; but many of the Madras officers understand Hindoostanee, and they would be at least as efficient as some of the Military Officers who have obtained employment in those parts. At all events, if not to be employed in the provinces of Punjab, Oude, &c., they and the Bombay Officers should have the field of Mysore, Hyderabad and Nagpore to themselves, and not suffer from the competition of those who have the Punjab, Oude, the Saugor and Nerbudda territories, &c., &c., open to them.

62. A detail of the proposed salaries will be found in the statement annexed. The general result for Collectors, covenanted assistants, and uncovenanted officers, is as follows:—

Present.					*Proposed.*			
	Rs.				Rs.			
20	5,69,300	0	0	Collectors and Magistrates.	23	5,61,000	0	0
59	5,26,000	0	0	Assistants or Sub-Collectors.	68	4,68,000	0	0
1	3,600	0	0	Deputy Collectors.	61	2,56,800	0	0
80	10,98,900	0	0		154	12,86,800	0	0

* Chittapet, Bellary, Madura, Malabar, Canara.

Statement shewing the existing establishment of Collectors and Magistrates, &c. in Madras, and the establishment proposed in substitution.

Districts.	Existing.				Proposed.			
	Salary per annum.		Total.		Salary per annum.		Total.	
	Rs.	A P	Rs.	A P	Rs.	A P	Rs.	A P
1 Tanjore...	31,000 ...		66,800 ...		24,000 ...		74,400 ...	
	14,000 ...				9,600 ...			
	8,800 ...				7,800 ...			
	8,800 ...				6,000 ...			
	4,200 ...				4,800 ...			
	....				9,600 ...			
	....				6,000 ...			
	....				3,600 ...			
	....				3,000 ...			
2 Coimbatore...	28,000 ...		55,000 ...		23,000 ...		73,400 ...	
	14,000 ...				9,600 ...			
	8,800 ...				7,800 ...			
	4,200 ...				6,000 ...			
	....				4,800 ...			
	....				9,600 ...			
	....				6,000 ...			
	....				3,600 ...			
	....				3,000 ...			
3 Rajahmundry...	28,000 ...		55,000 ...		23,000 ...		59,600 ...	
	14,000 ...				9,600 ...			
	8,800 ...				6,000 ...			
	4,200 ...				4,800 ...			
	....				7,800 ...			
	....				4,800 ...			
	....				3,600 ...			

Statement showing the existing establishment of Collectors and Magistrates, &c. in Madura, and the establishment proposed in substitution.

Districts.		Existing. Salary per annum.	Existing. Total.	Proposed. Salary per annum.	Proposed. Total.
		Rs. A P	Rs. A P	Rs. A P	Rs. A P
4 Salem...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector... ...	14,000		9,600	
	2d Assistant...	8,800		6,000	
	3d Assistant...	4,200		4,800	
	Deputy Collector...	....		6,000	
	Do.	....		4,800	
	Do.	....	55,000	3,600	57,800 ... ...
5 South Arcot...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector	14,000		9,600	
	2d Assistant Do.	14,000		6,000	
	3d Assistant...	8,800		4,800	
	4th Assistant...	4,200		....	
	5th Assistant...	4,200		....	
	Deputy Collector...	....		6,000	
	Do.	....		4,800	
	Do.	....	73,200	3,000	57,200 ... ...
6 North Arcot...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector... ...	14,000		9,600	
	2d Assistant Do.	14,000		6,000	
	3d Assistant...	8,800		4,800	
	4th Assistant...	4,200		....	
	5th Assistant...	4,200		....	
	6th Assistant...	4,200		....	
	7th Assistant...	4,200		....	
	Deputy Collector...	....		6,000	
	Do.	....		4,800	
	Do.	....	81,600	3,000	57,200 ... ...
7 Tinnevelly...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector	14,000		9,600	
	2d Assistant...	8,800		6,000	
	3d Assistant...	4,200		4,800	
	Deputy Collector...	....		6,000	
	Do.	....		3,600	
	Do.	....	55,000	3,000	56,000 ... ...
8 Trichinopoly...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector... ...	....		9,600	
	2d Assistant...	8,800		6,000	
	3d Assistant...	....		4,800	
	Deputy Collector...	....		4,800	
	Do.	....		3,600	
	Do.	....	36,800	3,000	54,800 ... ...
9 Nellore...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector	14,000		9,600	
	2d Assistant...	8,800		6,000	
	3d Assistant...	4,200		4,800	
	4th Assistant...	4,200		....	
	Deputy Collector...	....		4,800	
	Do.	....		3,000	
			59,200		51,200 ... ...
10 Guntoor...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector... ...	....		9,600	
	2d Assistant...	8,800		6,000	
	3d Assistant...	4,200		4,800	
	Deputy Collector...	....		4,800	
	Do.	....		3,000	
			41,000		51,200 ... ...
11 Chingleput...	Collector and Magistrate...	28,000		23,000	
	1st Assistant or Sub-Collector... ...	....		9,600	
	2d Assistant...	8,800		6,000	
	3d Assistant...	....		4,800	
	Deputy Collector...	....		4,800	
	Do.	....		3,000	
			36,800		51,200 ... ...

Statement shewing the existing establishment of Collectors and Magistrates, &c. in Madras, and the establishment proposed in substitution.

	Districts.		Existing.				Proposed.			
			Salary per annum.		Total.		Salary per annum.		Total.	
			Rs. A P		Rs. A P		Rs. A P		Rs. A P	
12	Masulipatam...	Collector and Magistrate...	30,100				23,000			
		1st Assistant or Sub-Collector... ...	14,000				9,600			
		2d Assistant...	8,800				6,000			
		3d Assistant...	4,200				4,800			
		Deputy Collector...	....				4,800			
		Do.	....		57,100		3,000		51,200	
13	Ganjam...	Collector and Magistrate..	34,200				30,000			
		1st Assistant or Sub-Collector... ...	14,000				9,600			
		2d Assistant...	8,800				7,800			
		3d Assistant...	....				4,800			
		4th Assistant (Military Salary @ Rupees 6,782-4-4 ₹ annum.	....				....			
		Deputy Collector..	....				4,800			
		Do.	....		57,000		3,000		60,000	
14	Kurnool...	Collector and Magistrate...	24,000				23,000			
		1st Assistant or Sub-Collector	....				9,600			
		2d Assistant...	....				6,000			
		3d Assistant...	....				4,800			
		4th Assistant (Military Salary @ Rupees 6,000 ₹ annum...	....				....			
		Deputy Collector...	....				4,800			
		Do.	....		24,000		3,000		51,200	
15	Vizagapatam...	Collector and Magistrate...	30,000				28,000			
		1st Assistant or Sub Collector	14,000				9,600			
		2d Assistant...	8,800				7,800			
		3d Assistant...	....				4,800			
		Deputy Collector...	....				4,800			
		Do.	....		52,800		3,000		58,000	
16	South Malabar...	Collector and Magistrate...	28,000				23,000			
		1st Assistant or Sub-Collector	14,000				9,600			
		2d Assistant...	8,800				6,000			
		3d Assistant...	....				4,800			
		Deputy Collector...	3,600				7,800			
		Do.	....				3,600			
		Do.	....		54,000		3,000		57,800	
17	North Malabar...	Collector and Magistrate...	....				20,000			
		1st Assistant or Sub-Collector... ...	....				7,800			
		2d Assistant...	....				4,800			
		Deputy Collector...	....				4,800			
		Do.	....		....		3,600		41,000	
18	1st Division Bellary	Collector and Magistrate...	28,000				20,000			
		1st Assistant or Sub-Collector	14,000				7,800			
		2d Assistant...	8,800				6,000			
		Deputy Collector...	....				3,600			
		Do.	....		50,800		3,000		40,400	
19	2d Division Bellary	Collector and Magistrate...	....				20,000			
		1st Assistant or Sub-Collector... ...	....				7,800			
		2d Assistant...	....				6,000			
		Deputy Collector...	....				3,600			
		Do.	....		....		3,000		40,400	
20	1st Division Cuddapah...	Collector and Magistrate...	28,000				20,000			
		1st Assistant or Sub-Collector	14,000				7,800			
		2d Assistant... —	8,800				6,000			
		3d Assistant...	4,200				....			
		Deputy Collector...	....				3,600			
		Do.	....		55,000		3,000		40,400	
21	2d Division Cuddapah...	Collector and Magistrate...	....				20,000			
		1st Assistant or Sub-Collector	....				7,800			
		2d Assistant...	....				6,000			
		Deputy Collector...	....				3,600			
		Do.	....		....		3,000		40,400	

Statement shewing the existing establishment of Collectors and Magistrates, &c., in Madras, and the establishment proposed in substitution.

	Districts.		Existing. Salary per annum.	Existing. Total.	Proposed. Salary per annum.	Proposed. Total.
22	1st Division Canara	Collector and Magistrate	28,000		20,000	
		1st Assistant or Sub-Collector	14,000		7,800	
		2d Assistant Do.	14,000		6,000	
		3d Assistant	8,800		.....	
		4th Assistant	4,200		.....	
		5th Assistant	4,200		.....	
		Deputy Collector	.....		3,600	
		Do.	.....	73,200	3,000	40,400
23	2d Division Canara	Collector and Magistrate	.....		20,000	
		1st Assistant or Sub-Collector	.....		7,800	
		2d Assistant	.....		6,000	
		Deputy Collector	.....		3,600	
		Do.	.....	.....	3,000	40,400
24	1st Division Madura	Collector and Magistrate	28,000		20,000	
		1st Assistant	14,000		7,800	
		2d Assistant or Sub-Collector	8,800		6,000	
		3d Assistant	4,200		.....	
		4th Assistant	4,200		.....	
		Deputy Collector	.....		3,600	
		Do.	.....	59,200	3,000	40,400
25	2d Division Madura	Collector and Magistrate	.....		20,000	
		1st Assistant or Sub-Collector	.....		7,800	
		2d Assistant	.....		6,000	
		Deputy Collector	.....		3,600	
		Do.	.....	.....	3,000	40,400
		Total per annum Rupees		10,98,900		12,86,400

ABSTRACT.

Present Scale.				Proposed Scale.			
1	... ...	34,200		...	... ...		
1	... ...	31,000		...	... ...		
1	... ...	30,100		...	... ...		
1	... ...	30,000		1	... ...	30,000	
15	At Rs. 28,000	4,20,000		1	... ...	28,000	
1	... ...	24,000		1	... ...	24,000	
...	... ...	...		13	At Rs. 23,000	2,99,000	
...	... ...	...		9	At Rs. 20,000	1,80,000	
20			5,69,300	25			5,61,000
19	At Rs. 14,000	2,66,000		...	... ...	...	
...	... ...	...		16	At Rs. 9,600	1,53,600	
20	At Rs. 8,800	1,76,000		...	... ...	...	
...	... ...	...		13	At Rs. 7,800	1,01,400	
...	... ...	...		...	... ...	...	
...	... ...	...		22	At Rs. 6,000	1,32,000	
...	... ...	...		17	At Rs. 4,800	81,600	
...	... ...	...		...	... ...	...	
20	At Rs. 4,200	84,000					
59			5,26,000	68			4,68,600
...	... ...	...		2	At Rs. 9,600	19,200	
...	... ...	...		2	At Rs. 7,800	15,600	
...	... ...	...		6	At Rs. 6,000	36,000	
...	... ...	...		13	At Rs. 4,800	62,400	
1	... ...	3,600		16	At Rs. 3,600	57,600	
...	... ...	...		22	At Rs. 3,000	66,000	
1			3,600	61			2,56,800
80		Rs...	10,98,900	154		Rs...	12,86,400
						Deduct Present Scale.....	10,98,900
						Increase per Annum Rupees.....	1,87,500

Collectors and Magistrates. Assistants or Sub-Collectors. Deputy Collectors. (Do. throughout)

Present.					Proposed.			
20	5,60,300	...	...	Collectors and Magistrates.....	25	5,61,000	...	...
59	3,35,000	...	...	Assistants or Sub-Collectors. ...	68	4,68,600	...	...
1	3,600	...	...	Deputy Collectors.....	61	2,56,800	...	...
					154			
80								
Rupees.	10,08,900	.....	.....	Rupees.		12,86,400	.....	.....

NOTE.—The increase here shown will be reduced by Rs. 6,000, if the salary of the Military Assistant in Kurnool be taken into account as that appointment, it is proposed, shall be abolished.

1286400
1098900
187500

No. 92. ORDER THEREON, No. 1354 A; dated 24th December 1857.

1. In the paper above recorded the Collectors of Madras, and the salaries of the Collectors, are reported on by the Commissioner. The Chapter opens with a general Statement of the area, population, and land revenue of all districts, excepting Madras; it is not said why the extra sources of revenue are omitted from the calculation, and it appears to the Government that the omission was incorrect, the control of the salt and Sea Customs revenues are by no means the lightest part of the duties of a revenue officer in Madras, and as it is proposed to regulate their salaries by those drawn in the North West Provinces of Bengal and in the Punjab, where there is no sea board, it would have been perhaps more just to have shewn that their charge is more extensive, their responsibilities more onerous, and their trouble greater than those of the officers with whom, in point of emolument, it is proposed to put them on a par. The following columns shew the total revenues of each Collectorate in Fusly 1264 as compared with the Land Revenue only given by the Commissioner.

Names of Districts.	Land Revenue as given by Commissioner for Fusly 1264.	Total Revenue in Fusly 1264.
Ganjam, ...	9,42,900	15,84,429
Vizagapatam, ...	12,54,445	15,36,404
Rajahmundry, ...	20,48,320	25,35,624
Masulipatam, ...	10,23,510	13,52,482
Guntoor, ...	13,17,702	18,68,433
Nellore, ...	15,98,955	21,14,346
Cuddapah, ...	21,32,794	24,32,036
Bellary, ...	18,84,231	24,16,633
Kurnool, ...	7,26,339	8,53,809
Chingleput, ...	10,21,981	14,64,930
North Arcot, ...	15,30,085	16,73,398
South Arcot, ...	19,48,069	23,69,021
Tanjore, ...	38,26,431	47,57,109
Trichinopoly, ...	11,99,057	12,59,959
Madura, ...	16,71,760	22,01,825
Tinnevelly, ...	20,91,879	25,49,772
Coimbatore,...	21,91,684	24,00,554
Salem, ...	17,14,075	19,19,972
Canara, ...	18,16,210	25,02,598
Malabar, ...	16,00,854	23,66,066

2. The Commissioner quotes from letters written to him by the Collectors of South Arcot and Canara, descriptive of their official duties, and proceeds to give his opinion that, however, onerous these duties may be, it is a mistake to suppose that they are more so than those performed by some of the Collectors in Bengal and the North West Provinces, Ryotwaree administration not being, in his opinion, more difficult than Zemindary or Monzahwarree systems. This is a question on which a practical opinion is probably of more value than one that is purely theoretical, the Commissioner has not seen the business of a Ryotwar Collectorate in operation, while those who have had opportunities of making themselves acquainted with the comparative requirements for the management of Districts under Ryotwar and under Zemindary tenure, have, with one voice, and without the least hesitation, pronounced that, for the former are necessary far more varied qualifications, more assiduity, attention, more knowledge of the

Para. 2.

Para. 3.

country, and acquaintance with the ways and means of the people, and a greater mastery of details than is at all requisite for the latter. The Government will enter on this subject more fully hereafter when discussing the Commissioner's proposals regarding the salaries to be assigned to Collectors, as compared with the Judges, and for the present will only

Minute 22nd Jan. 1821. quote from the recorded opinion of Sir Thomas Munro, than whose, there can, on this matter, be no more convincing evidence.

"On this Establishment it is essential to the welfare of the country, as well as to the secu-
"rity of the Revenue, that we should have skilful Collectors, and we find, from experience, that
"they are only to be found in Districts where the Ryotwar system prevails. Collectors who have
"been employed only in Districts permanently settled, are not qualified for any Revenue duties
"beyond those of the most ordinary routine; when the Revenue of a District has fallen into
"disorder, they are unable to ascertain the cause, and still less to point out a remedy. On such
"occasions recourse must be had to a Collector from a Ryotwar District." It cannot, the Government believe, be argued that the difficulties of two systems are the same, when the officers brought up under one, are alone capable of setting to rights the affairs of a Province, which, from any cause, may have got into disorder.

3. The Commissioner shews that the Collectorates of Madras

Para. 5. are larger in area, contain a more numerous population, and yield a larger Revenue, than those of either Bengal, Bombay, or the North West Provinces; he quotes an account of the Collector's duties as given by the Board of Revenue, shews that a protracted residence in tents is exacted from these, and that they all are Magistrates in their respective Districts.

4. Mr. Ricketts then enters on the question of salary, and first of the two Districts of Tanjore and Masulipatam, in which an extra allowance is granted to the Collectors under peculiar circumstances, the Agencies of Ganjam, Vizagapatam, and Kurnool, and the Collectorate of Madras, being treated of in separate chapters.

5. The fixed pay of the Collectors is Rupees 2,333-5-4 per mensem or Rupees 28,000 per annum, but in Tanjore a monthly allowance of Rupees 250 is given to the Collector, as a remuneration for conducting the duties of the Resident, in Guntoor and Cuddapah, 2000 Rupees a year are allowed to these Collectors who remain in office, more than six years, and in Masulipatam, Rupees 175 are given, in consideration of the Collector's responsibilities in holding charge of the general treasury. The Commissioner recommends that all these allowances shall cease.

6. Up to 1842, the Principal Collector of Tanjore received a salary of nearly 3500 Rupees a month, and the Resident, a separate officer, was paid Rupees 1400; the two offices thus cost the Government Rupees 4900; in the year referred to, the Principal Collectorate ceased, the salary of the Collector was reduced to Rupees 2333, the separate office of Resident was abolished, and the duty devolved on the Collector, with an allowance of Rupees 250, the total remuneration for both offices being thus Rupees 2583, or 2317 Rupees less than before, the reduction being at the rate of 47 per cent. Although the Raj is extinct, it is probable that the duties of the Resident, who may now be more properly termed Political Agent, will increase; in the Rajah all acknowledged a head, all bowed to his authority, and all obeyed his wishes; each will now follow his or her own course, and the difficult matter of preserving order, peace, harmony, and regularity, in a very large Mahrattah family, with numberless retainers and servants, will devolve upon the Collector. There are some thousand servants of the late Raj who have been pensioned, and whose pensions the Collector will disburse, and on the whole, there can be little doubt, that his time will be more occupied than heretofore, and his presence at

10*th September* 1856, *No.* 497. Tanjore be more constantly required. In his paper on the salaries of the Uncovenanted service Mr. Ricketts has strongly advocated that equal work should receive equal pay, a principle that necessarily involves the converse, that extra work should receive extra remuneration. The Government cannot doubt that the charge of the Resident's office gives much trouble and care to the Collector of Tanjore, and they cannot therefore admit that he is not entitled to the small remuneration which has been sanctioned by the Honorable Court.

7. The extra allowances in Guntoor and Cuddapah were given by the Honorable Court as an inducement to officers to remain in Provinces where the climate is oppressive, and whence

all sought an early translation to more agreeable Districts; from 1835 to 1847 no less than 12 gentlemen filled the office of Collector of Cuddapah, and the Government consider that it must be manifest that such frequent changes entail great evils on a District. Since the additional allowance was sanctioned, Mr. Cochrane remained 8 years, and Mr. Murray has remained 9 years in Cuddapah, which shews that the desired object has been attained, and that changes in administration are not frequent now.

8. It is part of the Commissioner's scheme that there should be two grades of Collectors, the one paid slightly higher than the other, and he says that, if this

Para. 17. plan be carried out, the extra allowances in Guntoor and Cuddapah will be no longer needed. The soundness of the deduction is not clear to Government. Cuddapah and Guntoor may be placed in the first grade, and the Collectors may be better paid than those who hold second class Collectorates, but as long as there are other Districts in the first grade, equally well paid, gentlemen appointed to Guntoor and Cuddapah, will, as before, seek removal from an enervating climate, and these Provinces will be again subject to the evils from which they formerly suffered. It is not sufficient that the exceptionable Districts should be on a par with fourteen others, as the Commissioner proposes: their climate will remain the same, and change to any of the fourteen will be eagerly sought by their incumbents: experience has shewn that some compensating influence is needed to induce gentlemen to endure the inconvenience of a bad climate, and it is the opinion of the Government that it will be a most unwise policy to remove that compensating influence: the interests at stake are, on the one side, the well being of two extensive Provinces, on the other the annual saving of 4,000 Rupees, and to which the preference should be given there appears no room to doubt.

9. The Commissioner recommends that the additional allowance hitherto granted to the Collector of Masulipatam shall be abolished, on the ground that there are only three Districts in which the Treasury receipts are smaller than in Masulipatam. The Government have procured from the Accountant General a statement of the sums received into the Masulipatam Treasury on account of the collections made within the District, and on account of remittances from other Provinces, and they find that, in every year of the last ten, with the single exception of 1854-55, a sum considerably more than the ordinary District collections, were paid into the General Treasury. This statement is entered below, and the Government must express their opinion that, for the additional responsibility which the General Treasury casts on the Collector, he is entitled to the small remuneration which he has hitherto received. The Government are under an impression that the Commissioner is in error in supposing that there are only three districts in which the Treasury receipts are less than in Masulipatam. Leaving out the year 1854-55, which was evidently exceptional, the cash receipts in the ten years from 1847-48 to 1856-57 ranged from 38 lacs to 50 lacs, and the Government find that in no district but Tanjore have the receipts been so high as even the former sum.

Years.	Receipts in the district of Masulipatam as taken from the Collector's accounts.			Receipts for remittances from other districts as taken from the accounts of the General Treasury at Masulipatam.			Total of both.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
In 1847-48	16,14,081	4	...	33,93,094	...	2	50,07,175	4	2
,, 1848-49...	14,47,528	...	11	27,69,574	2	6	42,44,102	3	5
,, 1849-50	12,72,613	9	3	28,47,685	12	11	41,20,299	6	2
,, 1850-51...	13,39,965	4	3	29,37,100	15	8	42,77,066	3	11
,, 1851-52	15,27,507	6	1	30,86,239	15	9	46,13,747	5	10
,, 1852-53...	16,17,829	15	1	24,92,492	12	11	41,10,322	12	...
,, 1853-54	17,02,531	...	11	22,34,002	...	...	39,36,533	...	11
,, 1854-55...	16,17,892	15	10	13,42,241	9	8	29,60,134	9	6
,, 1855-56	16,24,840	6	11	25,18,618	9	10	41,43,459	...	9
,, 1856-67...	16,07,610	15	4	21,96,302	8	3	38,03,913	7	7
	153,99,400	14	7	258,17,352	7	8	412,16,753	6	3

10. In paragraphs 19 to 53 of his Report, the Commissioner discusses the question of the size of the Districts in this Presidency, and comes to the conclusion that the following five should each be divided into two, Canara, Malabar, Cuddapah, Bellary, and Madura; in the course of the discussion Mr. Ricketts makes use of some arguments which the Government will notice in order, before they address themselves to the main question at issue.

11. In para. 24 it is said that the Statment given by the Board of Revenue of the labor of a Collector is not free from exaggeration, and that he does not make an annual Settlement with the ryots individually, the assertion being grounded on the fact that, in 1855, the practice of entering into engagements with the ryots at the beginning of the season, commonly called making a Dittum, was abolished. The Government will, in passing, notice that in his chapter on the Board of Revenue, the Commissioner appears to admit the fact which he now denies, for in para. 13 he says, "six sevenths of the agricultural population must, whether they desire it or no, have dealings direct with the Collector." Want of practical acquaintance with the duties of a Ryotwar Collectorate appears to have led the Commissioner into the error of confusing the Dittum with the Settlement; but, as is well known in Madras, they were separate and distinct proceedings, the Dittum being made at the commencement of the cultivating season, and the Settlement at its close, the abolition of the Dittum therefore in no way whatever invalidates the Board's assertion that an annual Settlement is made with each individual ryot. Nor is this fact contradicted by the assertion made by Government in para. 20 above, that no single individual need have personal dealings with the Collector unless he wishes either to enlarge or to contract his farm, because, although the personal attendance of the ryot retaining his lands as in the previous year is not required at the Settlement, the extent of his holding and his liabilities must still be entered in account, so that, although the ryot is not put to inconvenience, labour in the Collector's office is not thereby at an end.

12. Next, in paragraph 26, the Commissioner questions what he assumes to have been the policy of Sir Thomas Munro, "of increasing the size of districts in order to afford a justification for an increased rate of pay," and says that he "would have all districts of a manageable size, and pay for work done, and not for work avowedly undone;" in a former part of the same paragraph, Mr. Ricketts quotes an admission by the Board of Revenue, that Collectors were unable to do more than a part of the duties required of them, and affirms that "this is no ground for increasing remuneration," adding that "it would be as reasonable for a man who has ploughed one acre to demand an increased price because he had been told that, if he could, he was to plough two."

13. First, the Government will remark that they are not aware that Sir Thomas Munro ever increased the size of any district, or ever advocated the increase; he raised the pay of certain Collectors by making their districts Principal Collectorates, and placing Sub-Collectors under them, but this was done avowedly with the object of placing the Revenue branch of the service on a par with the Judicial, in which, at the time, there were Provincial Courts of Circuit and Appeal, with the Judges in which Principal Collectors were made equal in point of salary, as Collectors were equal to Zillah Judges, but the limits of no Province were extended by Sir Thomas Munro. And as regards the Commissioner's illustration of the position in which he supposes Collectors to be, of receiving pay for work they do not perform, the Government are of opinion that the illustration is not in point. The Collectors may not be able to do all that is required of them, but still, if by incessant toil and labor they do all that they can, they are entitled to the remuneration due to a laborious office, their labors are not less because there is yet more to be done, and the Commissioner's illustration would be fair, only if put in the following form; it is wished to have two acres ploughed, to plough an acre is a fair day's work, and entitles to a full day's wages; a man by rising early and working late, can plough an acre and a half, is he not to be paid for the extra half acre he has done, only because he has not been able to plough the two acres?

14. In paragraphs 37 and 52 the Commissioner appears to have fallen into two errors regarding the Ryotwar system of revenue administration, which it is desirable to correct before proceeding to the general question, because its decision is made by Mr. Ricketts, in some measure, to rest upon these erroneous suppositions. In paragraph 37, when speaking of the District of Canara, and the propriety of sub-dividing it, it is said that the Province is three hundred

miles long, and contains 71,419 persons, "paying revenue direct to the Collector;" from this it would be supposed, by any person unacquainted with revenue details, that each one of these seventy one thousand persons had to travel from one to three hundred miles to pay his tax to the Collector in person, whereas it is more than probable that the whole revenue is collected without many of them leaving their villages. Each head of each Village collects the dues from the landholders within that Village limits, and remits them to the Tahsildar, who, in his turn, sends the whole to the Treasury, and the length of the District occasions, in the item of paying the revenue, no inconvenience upon any single person.

15. The error referred to in paragraph 52 is contained in the assertions that, "it is "usual in the Bombay and Madras Presidencies to regard all classes coming between the "cultivators and the Government, as intruders immediately to be got rid of," and that "as "long as the worst Ryotwaree management shall be considered preferable to the existence "of any proprietary interest other than a ryotee interest, it will be necessary to regulate esta-"blishments accordingly." This confusion between the cultivator and the ryot, the Government have noticed to be common in the views expressed in Bengal of the Ryotwar system of management, but nothing can be more erroneous. There are very many ryots holding from 30 to 3,000 acres of land, each having in his pay from 5 to 500 laborers, who cultivate his farm, it is with the ryot and not with the cultivators that the settlement is made, it is the ryot to whom the Government look for their revenue, it is the ryot whom the Government are gratified to see year by year growing richer and more substantial, and able to enlarge his holding, it is to his position that they desire to see all smaller proprietors rise, and to see it asserted that they desire to get rid of him, and to have no one between them and the cultivators of the soil, is an error too grave to be allowed to remain uncorrected in a paper of so much importance as the Commissioner's present Report.

16. The Government do not very clearly understand what the Commissioner intends in affirming that in Madras the worst Ryotwaree management is preferred to any proprietary interest other than "a ryotee interest;" the proprietary right of a ryot is perfect, and as long as he pays the fixed assessment on his land, he can be ousted by no one, there is no principle of Ryotwaree management more fixed or better known than this, and the Government deny that any right can be more strong; the right even to private personal property in England is subject to the payment of taxes, and it is no argument against a man's property in his carriage and horses, to admit that they may be seized and sold if he is a defaulter with his assessed taxes.

17. As regards the general question of the size of the Madras Collectorates, the Government regret to find that their opinion is wholly opposed to that expressed by the Commissioner, they admit, and have always admitted, that, as at present assisted, the duties of the Collectors are heavier than they can duly fulfil, that they are overburthened with details which could be adequately performed by officers of less experience, and that they have not the leisure to devote to the consideration of general questions of improvement, which, the interests of the people and of the State, make it so desirable that they should have. But admitting the existence of these evils, the Government have always argued, that their remedy was to be found in relieving the Collectors from the labor of minute details, by granting them more Assistants, and not in diminishing the size of Districts, they consider that the Madras Collectorates are not larger than one able and experienced officer can overlook and care for, if his whole time may be devoted to superintendence, that there is advantage in having considerable tracts of country under one officer, that the extent of his jurisdiction gives him consideration, adds to his authority,

and by concentrating power in fewer hands, tends more to a unity of controlling system than would be practicable were the number of Collectors greater. In this Presidency, where the revenue depends much upon works of irrigation, it is very desirable that the sources of supply, should, as far as practicable, be within the same limits as the lands to be supplied, and every division of a District would make it less likely that this should be generally the case; the escape of offenders against the public peace is more easy when magisterial limits are confined, and that pride which all generous minds feel in being the depositories of high confidence, and in the successful administration of great trust, that feeling which leads to the most vigorous exercise of the faculties in order to justify selection for important office, and that interest in duty which is a sure guide to its successful performance, are all more fully excited by the possession of extensive authority, and are all of great value to the State.

18. Disapproving of the principle of the proposed measures, it is needless for the Government to say that its expense is an additional objection. In paragraph 29 of this Chapter, the Commissioner inserts a statement of the comparative expense of maintaining a District as at present, and when divided into two, and the increase is represented as Rs. 18,800 per annum; but this is not all, for in the 37th paragraph it is admitted that additional establishments would cost 3,000 rupees a year. This it appears to Government is a very small addition to make for dividing one Collectorate into two. The labor of a Collector's office would not be halved by halving the size of his District, many offices must be doubled, the pay of which could not be halved, and the length of reports, and the number of letters issuing from a Collector's office, do not depend upon the amount of the sums reported on, or the extent of the District rent roll or demand. But beyond this, new Cutcherries must be built, new Treasuries erected, new Guard houses, new Record rooms, new Jails, and all this at a time when the Government is so pressed for money, that Roads and Canals, Bridges and Aqueducts, Annicuts and Tanks, all are postponed, and the improvement of the country retarded, when even repairs are set aside, to the impoverishment of the country, the diminution of the revenue, and the certain eventual increase of expenditure. The Government do not follow the Commissioner into the detail of each District that he would divide, as they object to the principle of division, they look upon the measure as impolitic, and consider the time at which it is proposed to be singularly unpropitious.

19. The last subject discussed in this Chapter is the salaries of Collectors. The Commissioner proposes that there shall be two classes of Collectorates, the one containing fourteen Districts in which the Collector's salary shall be 23,000 Rupees a year, the other containing nine districts with an annual salary of 20,000 Rupees. Ganjam and Vizagapatam are separately treated, and will be noticed hereafter. The subject is opened by the Commissioner by a quotation from a Minute recorded by the Right Honorable the President on the 4th of December 1856, in which His Lordship gives at length his reasons for believing that the Collectors are not over-paid, reference is made to the position they hold in the country, to the labor of their office, to the period of service at which they obtain a Collectorate, and to the fact that, from the paucity of higher offices, but few Members of the Civil Service attain a more remunerative position. His Lordship shows how desirable it is that Europeans in India should be in circumstance to marry, and how great are their expenses when married, that Members of the Civil Service cannot save money until they obtain a Collectorate or Judgeship, and that after attaining that position, the whole amount that they can save, gives them but a competence when, from broken health and shattered constitution, they return at last to England. The President urged further that it was highly inexpedient to shake the confidence of its servants in the Government, that

the means of maintaining a position were as necessary as even moral and intellectual worth for the purpose of controlling and directing men, and that now that the service was open to public competition, it has become more than ever necessary to maintain a high tone of moral feeling among its members, while it would inevitably be lowered by a diminution of public salary.

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20. These arguments are met by the Commissioner in the following words, "will Rupees 19,666 per annum, procurable after "from eleven to twelve years' service, tempt young men of educa- "tion and honor, young gentlemen, to devote their lives to service in India with all its admitted "deprivations and drawbacks? I believe it will. Could a man out of Rupees 19,666 per annum "live in a manner befitting the Magistrate and Collector of a District, with a million of inhabi- "tants, feel easy in his circumstances, and maintain the position necessary for the purpose of "controlling a large body of people? I believe he could; but I readily admit there must be "steady economy in every part of his establishment, especially if there is a family to maintain."

To this the Government reply first, that a Collectorate is not obtained after eleven or twelve years' service, but after nineteen or twenty, the youngest Collector at present is of twenty one years' standing,* and the youngest Judge of twenty five years†; secondly, that none are suddenly bad, but that those who come out "young Gentlemen," may, by straitened means and hopeless prospects, fall into temptation; thirdly, that whether a Collector and Magistrate could maintain a proper position on the salary proposed, is matter of opinion, and one on which the opinion of this Government differs from that of the Commissioner; and lastly that, the admission that "there must be steady economy in every part of his establishment," shews that the position that the Commissioner would assign to the Collector, is not one which Asiatics would appreciate, or look up to, or respect.

* *Mr. Fisher.*
† *Mr. Irvine.*

21. The Commissioner does not touch upon the question of the annuity offered to the Civil service; it was proposed on the supposition that the fine to be made good before the annuity was taken, would be paid by deductions from salary while the annuitant was in office; at the present moment it is found that, on the completion of 25 years' service, the time necessary to qualify for annuity, out of the total sum of Rupees 60,000 which is to be made good, only about 23,800 Rupees have been subscribed, and it is evident that it will be a mockery to offer annuities at all, if the Commissioner's proposals are sanctioned; not only will the sum subscribed at the close of 25 years be much smaller than at present, but the power to make up the balance will be gone, retirements will be at an end, promotion will be stopped, and the evils of reduced salary will be increased by the non-advance of the service.

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22. Mr. Ricketts argues* that there can be no reason to give a Collector in Madras a higher salary than a Collector in Bengal; this point the Government will not argue, they believe that the position and duties of the two officers are very different, the Collectors in Bengal have smaller Districts and less work, they obtain promotion earlier, and have Revenue Commissionerships as well as a Revenue Board to rise to; but it is sufficient for this Government to state their opinion regarding the service of this Presidency, and this they will immediately do, having first occasion only to remark, with reference to the Commissioner's admission of the slow

promotion in Madras, and his recommendation that the service should memorialize to share with Bengal and the North West Provinces the appointments in the Punjab and Oude, that in 1849† such a memorial was presented to the Governor General by a large body of the service, and led to no result.

† 2d May.

24. In dealing with the general question of Collector's salaries, the Government must refer to that part of the Commissioner's report which proposes to regulate the pay of the Judicial service, because it appears that he intends that some of the Civil and Sessions Judge shall retain their present emoluments, while those of all Collectors are reduced. To this principle of placing the Revenue officers in a position of lower estimation than those in the Judicial service, this Government must very pointedly demur; the subject has been before most fully argued by Sir Thomas Munro, and although the Government do not doubt that his views are generally known, they consider it expedient, on an occasion like the present when the question is again brought up for decision, that the opinions that able man recorded should be prominently put forward.

Sir Thomas Munro said, "we shall do nothing unless we raise the Revenue to a level with "the Judicial line, if we do not, every man who has friends or talents will run into the Judicial "line." "The great exaltation of the Judicial above the Revenue line for the last twenty years, "has been extremely unfavorable to the production of men conversant with Revenue details and "the customs of the country, but we may undoubtedly have them by raising the Revenue line, "and making it an object of ambition to men of talent. The great depression below the Judi- "cial in point of emolument, has been very injurious to the service, it has been very gradually "making a distinction between first and second rate men, those who have talent or interest "being employed in the Judicial, and those who have little of either in the Revenue; the dis- "tinction, though not avowed, is notorious, and it must be remedied by bringing them to the "same level. However important the duties of a Collector, who, with the exception of the Judicial functions, "exercises the whole internal administration of a province, and has occasion for much more "varied qualifications; the designation is an unfortunate one, and ought to be changed, as it "leads to the belief that the collection of the revenue is his sole duty, and that he is a mere tax- "gatherer. The collection of the revenue is a very subordinate part of his duty, its distribution "is a much more important one. His duty extends over every branch of the finance, its influence "is felt in the prosperity of the inhabitants, he watches the operations of different existing taxes, "and points out such as are oppressive, that they may be lowered, or altogether abolished, and also "such as may be augmented without inconvenience. In every country the amount and distribu- "tion of taxation, are perhaps the most important concerns of public authority, there are no others, "on which, as on them, the universal comfort and prosperity of the people depend. In this "country the management of the taxation rests almost entirely with the Collector, for he is the "only channel through which the Government can obtain any tolerably correct information on "the subject, and it is chiefly from his opinion that their own must be formed. An officer from "whom so much is required must not be looked for in a class which is not at least equal in rank "and emolument to any other in the service. In order to secure a succession of men qualified to "discharge properly so important a trust, we must place the Revenue on an equal footing with "the Judicial line."

25. The same views were expressed in an able Minute recorded by Sir Thomas Munro on

the 22d of January 1821, when proposing the establishment of Principal Collectorates for the purpose of placing the revenue more on a par with the judicial branch of the service.

25. With these opinions of Sir Thomas Munro the Government most entirely agree. They are satisfied that the Central Government of the Presidency must be represented in the Provinces by some one officer, and that it is the Collector and not the Judge, who should be their representative. They cannot doubt that the officer who holds this position, if not himself superior to all, should at all events himself have no superior, they know that respect in all countries is much guided by worldly means, and feeling confident that to place the Collector in a lower position in point of salary than the Judge, will at once diminish the respect in which his office is now held, they deprecate the measure, as uncalled for, impolitic and unwise.

26. The Right Honorable the President has already, in the Minute referred to above, and largely quoted by the Commissioner, recorded his opinion against a diminution of the salaries of Collectors. The subject is one of considerable importance, not only as it affects the whole of the Covenanted Service, but as connected with the general welfare of the country. It appears to the Government that a very narrow view of the question is taken if the discussion be confined to the cost of this or that establishment, some measures of economy may be most expensive to the State, and the Government of India could perhaps hardly make a worse bargain, than to save a few thousand Rupees a year, at the cost of the zealous, energetic, cheerful performance of duty by the Collectors of Ryottwar Districts, could hardly commit a greater financial error, than slightly to diminish their expenses, while alienating the confidence of their servants.

27. The Government have dwelt on this part of the Commissioner's Report at considerable length, because they are impressed with a deep sense of the importance of Collectors' duties, and of the impolicy of either so regulating the salary of the office in comparison with others, as to give inducements to men of ability to forsake the Revenue line of the service, or of underpaying a class of public servants on whom so much depends, and from whom so much is required. "It "is on a right administration of the revenue that the prosperity of the country chiefly depends, "if it be too heavy, or very unequally distributed, its effects are felt in every department, trade "is depressed as well as agriculture, numbers of the lower orders of the people are driven by "their necessities to seek a subsistence in theft and robbery, and the better sort become dissa- "tisfied, and give no help in checking disorder. The roads become unsafe, and the prisons "crowded, and we impute to the depravity of the people, the mischief which has probably been "occasioned by injudicious taxation, and the hasty abolition or resumption of long established "rights and privileges. It is only in the Revenue line of the service in the Provinces that the

"Officers of Government can completely see and understand the internal structure and adminis-
"tration of the country."

28. The Right Honorable the Governor in Council considers that the views of Sir Thomas Munro are entitled to very great weight; no one has ever known Southern India better, very few have ever known it so well, his knowledge was practical, and was gained in the actual performance of those duties, on the great importance of which, when afterwards at the head of the Government, he so ably recorded his opinion. The Commissioner has, from circumstances, been without that practical acquaintance with the matters discussed in this chapter of his Report, which the Government consider to be necessary to a correct appreciation of them; he has resided in Madras, and on the Neilgherry Hills, he has not seen the working of a Ryottwar Collectorate, and his Report in more than one instance, shews a want of that information which a practical acquaintance can alone give; some instances of this have already been noticed above, and a strong one is found in that part of the report, which, treating of the Judicial office, says, "it might be supposed that in a country six sevenths of which was under a Ryottwar "system, there would be but little business in the Courts connected with land," a supposition which shews an entire misappreciation of the Ryottwar tenure, in which, this Government need hardly observe, there is nothing to prevent land becoming the subject of civil action equally with any other private property whatever.

29. The Government will not add to the great length to which their remarks on this chapter have already run, further than by repeating, in the strongest terms, their sense of the impolicy of lowering the Revenue line of the service of this Presidency, by making it less remunerative than the Judicial line, their opinion of the great importance to the welfare of the country of an able administration of the Collector's office, their full appreciation of the arduous nature of the office, and their conviction that, considering the expenses necessarily attending it, the importance of making it respected in the eyes of the people, the period of service at which it is attained, and the fact that but few members of the service ever attain a higher position, it is not, at the present scale of remuneration, at all too highly paid.

30. Adding the increase recommended by the Commissioner in this chapter to that which would follow the changes he has proposed in substituting Commissioners for the Board of Revenue, it appears that the result of his investigations would be an annual addition to the expenses of the State of about Rupees 2,87,100.

(Signed) H. FORBES,
Acting Secretary to Government.

30

No. 93. *Agent to the Governor of Fort Saint George, and his Assistants in Ganjam.*

Agent to the Governor..Salary Rs. 34,200. Fixed tentage Rs. 1050 per annum, and Rs. 5-4-0 per day, extra, do. when on actual duty.

This office was created in 1839. By Act XXIV of that year, civil and criminal justice (including the superintendence of the police) and the collection and superintendence of the revenue of every description, within certain tracts till then included in the district of Ganjam, were vested in the Collector as Agent to the Governor, and the salary of the Agent was fixed at Rs. 34,200 per annum.

In the administration of criminal justice, the Agent describes his powers in these words:—
"On the criminal side, this court exercises the powers of a criminal court in passing sentences
"for periods not exceeding two years, and of a sessions court in holding trials in cases in which
"punishment extends to fourteen years' imprisonment, transportation, and death, and recom-
"mends sentences in cases of the first mentioned description, and refers trials in the last men-
"tioned ones." This is in accordance with Rule I of the "rules for the guidance of the Go-
"vernor's Agent in Ganjam, under Act XXIV of 1839."

In the administration of civil justice, the Agent has authority to try all original civil suits beyond the competence of his assistants, and to hear appeals from the Courts of the Assistants and Moonsiffs. In original suits decided by the Agent, an appeal lies to the Sudder Adawlut. Decress passed by the Agent on appeals from decrees of his subordinates, are final. The Court of Sudder Adawlut has the power, on special grounds, to require him to review his judgment. For three years, ending with 1855, the average number of civil suits disposed of was 24, embracing property worth Rs. 47,037-4-5; and the average number of criminal trials was 77, embracing 165 persons. The area of the Agency tract* is about 2,692 square miles. The population is about 463,415. The Agent represents that the business is heavy, and that the unsettled state of the country still occasions constant anxiety. The people are excitable and turbulent. In 1839, it was recorded that the officer in charge of the district should be a person of superior qualifications, of firmness, energy, temper and judgment, and should be remunerated on such a scale as to prevent his seeking for promotion elsewhere.

This is still one of the most responsible posts under the Madras Government; but, with reference to the scale of allowances in other departments, there is no longer occasion to maintain the existing rate of remuneration. In some respects the responsibilities are less than those of a district civil sessions Judge; in some respects they are considerably heavier. They are in every respect greater than those of an ordinary Magistracy and Collectorship. A salary of Rs. 30,000 per annum will always procure the services of one of the most active men in the Madras Service, and I recommend that the salary be fixed at that sum.

Principal Assistant.....Rs. 14,000 Fixed tentage Rs. 1050 per annum & Rs. 5-4-0 per day, extra do. when on actual duty.

The salary of this officer has not been altered since 1839. He decides original and appeal suits referred to him by the Agent, for real and personal property not exceeding Rs. 5,000; and, in criminal cases, can pass sentence of two years' imprisonment. For the three years ending with 1855, the average number of civil suits disposed of was nine, concerning property worth Rs. 1,094-5-5; the average number of criminal trials was 55, embracing 165 persons; but this officer has charge of attached estates paying Rs. 25,788 per annum, and altogether collects revenue amounting to Rs. 8,48,610 per annum, and has magisterial charge of a sub-division embracing five heads of Police. The responsibilities are, on the whole, greater than attach to first assistants in the Regulation provinces, but not so much greater as to call for any allowance beyond the standard adopted of Rs. 9,600 per annum.

Senior Assistant.....Rs. 8,800 Fixed tentage Rs. 504 per annum, and Rs. 5-4-0 per day, extra do. when on actual duty.

The powers of this officer are the same as those of the Principal Assistants. On an average he disposes of nineteen Civil Suits, and tries 141 persons in each year. It appearing to me doubtful whether a second Covenanted Assistant, besides the Military Assistant, was required in this district, I requested the Agent to shew cause why he should not be reduced. The Agent writes—"That a second Assistant is also required, I think
"I shall be able to satisfy you. The Civil and Criminal duties thrown on the Agent, give him
"but little time to look into Revenue matters as closely as could be wished. I have been un-
"ble to take up a single civil suit this year, owing to the heavy criminal business in the Court;

* According to a statement received from the Government, the area of the district is 5,385 square miles, and the population 9.6,030 souls.

"and if to this I have to add the various miscellaneous duties performed by an assistant, which "cannot be introduced with accuracy into an account, signing stamped paper, examining "the treasury, measuring salt, inspecting boats, and such like, there must and will be very seri- "ous delay in the despatch of business, and the interests of suitors in the Court will suffer "severely. It will, in fact, throw immense power into the hands of the Zemindars, who will "soon find means to attract parties to them for the settlement of disputes. This I cannot too "much deprecate. I was in hopes that an Uncovenanted Assistant would be sent up, as well as "the regular senior assistant, which office is now empty. A native assistant would be most use- "ful in the parts of the district subject to the general regulations. The charge of the salt alone "would give an active man full employment; but I do not think it advisable to employ one in "the Agency, where he would not, I feel sure, receive the respect and attention due to him from "the Zemindars; who are, I regret to say, as proud, and self conceited and opinionative, as they "are ignorant; and with whom it would be almost impossible for an assistant to avoid collision. "I feel satisfied that if the number of Europeans in the district were doubled, and they did their "duty, they would find ample employment; for I have ever found that the more work was got "through by an European, the more he had to do." Under these circumstances, I have allotted to this district a second covenanted assistant on Rs. 7,800 per annum. I see no occasion for any extra allowance.

Assistant ..... Rs. 4,725-4-0
Fixed tentage Rs. 504 per annum, and Rs. 5-4-0 per day extra do. when on actual duty.

The powers of this officer in the civil and criminal departments, are the same as those of the other assistants. He has charge of the talooks of Goomsur and Soradah, the Hoondah of Aska, and the hill tracts of Goomsur, throughout which he has the superintendence of the Police, and exercises full criminal powers. The present Assistant has not any revenue charge, but is expected to qualify himself in revenue duties. His predecessor had charge of the Goomsur revenues, estimated at Rs. 1,17,004-9-8. This assistant is a military officer, and has the command of the Ganjam Sebundy corps, consisting of 250 privates, with the usual complement of native officers. The assistant represents that the travelling allowance does not more than half pay his necessary expenses when travelling above the Ghauts; for, owing to the unhealthy nature of the country, all servants and camp followers demand increased pay, and the country being impracticable for carts, carriage is very expensive.

This is a striking case of payment with deference to class. The assistant has the same powers as the other assistants. He has the command of a corps of 250 men, and the charge of Goomsur and Soradah, but his allowances are less, by 25 per cent, than the allowance of the officer called Senior assistant. The agent thinks I am inclined to overrate the responsibilities and duties of the Military Assistant in Goomsur. He writes—"I may also remark that Goom- "sur is not now what it was; and if common prudence and caution be exercised, I see no reason "to suppose that it will be more troublesome to manage than any other part of the district "and the assistant who has charge of the Chinna Kimedy, Calicote and other Zemindarees, has, "I submit, no easy charge. It is often as difficult to prevent rival Zemindars from settling "their disputes *si et arcule*, as it is to interfere between two hostile villages in the hills. Both "are, however, responsible posts, and should be filled by good men, and all inducement to change "should, as far as possible, be withdrawn. To effect this, I would suggest that some allowance "should be made to the officer holding the appointment on his getting a step of regimental rank, "or, at the end of every three or four years, the incumbent's pay should be increased. I would "also recommend that his extra tentage should be the same as a Principal Assistant Agent when "he is on circuit through the hills, as the expense of those trips is very heavy. With regard to "the command allowance, an application for 100 Rupees per mensem was made by Captain "Smith, which I could not support, as the orders of Government were so cogent against increas- "ed establishments. I was of opinion there was no charge since he accepted the appointment "to warrant it, the trouble involved by the increase of men from 150 to 250, being more than "counterbalanced by the appointment of a Serjeant Major. Still, Captain Smith must have more "to do since the increase; and as I am bound to bear testimony to his zeal and anxiety to do "his duty, I shall be glad to hear you think him entitled to command allowance, the more so as, "in the absence of the senior assistant, I have been obliged to make over the police of Molety "and Poolsoondah to Mr."

Goomsur, fortunately, is more easily managed than it used to be, but still prudence and caution are required, and when the agent represents that it is necessary that the agent should be a man of superior qualifications, of firmness and energy, joined with temper and judgment, he should bear in mind that these qualifications in the agent will avail little, if his Military Assistant in immediate charge of the part of the district most difficult to manage, does not possess them also. I think the income of the Military Assistant in Ganjam, in charge of Goomsur and Soradah, and in command of the Ganjam Sebundy corps, should be, at least, that of a 1st Assistant of the 2nd Class, Rs. 7,800 per annum, and he should have the tentage and extra tentage allowed to collectors,—tentage Rupees 87-8 per month, or Rupees 1050 per annum; and extra tentage, when on circuit, of Rupees 5-4-0 per diem.

I have, in the general scheme, allotted a third Covenanted Assistant with a salary of Rupees 4,800 per annum, and two Native Deputy Collectors and Deputy Magistrates to this district. The results of the proposed salaries for existing offices are there entered also.

Agent to the Governor of Fort Saint George, and his Assistants in Vizagapatam.

No. 94.

	Rs.
Agent to the Governor	30,000

Fixed tentage Rs. 1050 per annum, and Rs. 5-4-0 per day extra do. when actually in camp.

About one-fifth of this district is still under the ordinary courts. In the remaining four-fifths, the regulations were suspended by Act XXIV of 1839, and the Collector and Magistrate became the Agent to the Governor.

In the administration of criminal justice, the Agent is competent to pass sentence of fourteen years' imprisonment. Cases calling for more severe punishment, he refers for the orders of the Court of Sudder Adawlut. In the administration of civil justice, the Agent has authority to try all civil suits beyond the competence of his Assistants, and to hear appeals from the courts of the assistants and Moonsiffs. In original suits decided by the Agent, an appeal lies to the Sudder Adawlut. Decrees passed by the Agent, on appeal from decrees of his subordinates, are final. The Court of Sudder Adawlut has the power, on special grounds, to require him to review his judgment. For three years, ending with 1855, the average number of civil suits disposed of by the Agent was 48, concerning property worth Rs. 58,285. The average number of trials disposed of was 32, embracing 70 persons. The area of the district is 7,808 square miles. The revenue is Rupees 12,54,445. The population is 1,400,000.

The Agent represents that, for the sum of Rupees 167 per mensem beyond the salary of a Collector and Magistrate, he is saddled with the additional duties of a Civil and Sessions Judge over four-fifths of the district, and that his duties and responsibilities are double than those of any ordinary Collector; for that, in his office, the duties of a Collector, and of a Civil and Sessions Judge, are combined. The increased responsibility, connected with the Criminal and Civil Courts, certainly is considerable; and I propose to give the Agent the salary of a Civil and Sessions Judge of the 1st Class, Rs. 28,000 per annum. There will be a saving of Rs. 2,000 per annum.

The Principal Assistant represents that his pay is merely that of a subordinate Collector, whereas he does the duties of a subordinate Judge. This

	Rs.
Principal Assistant	14,000

Fixed tentage Rs. 1050 per annum, and Rs. 5-4-0 per day extra ditto. when actually in camp.

Officer has power to dispose of Civil suits, referred to him by the Agent, for real and personal property not exceeding Rs. 5,000; and, in criminal cases, he can pass sentence of two years' imprisonment. These are precisely the powers exercised by the first Assistants in the Punjab, who, up to this time, have been receiving Rs. 700 per mensem. It has been proposed to give them Rupees 800 per mensem, and I can see no reason for allowing more to 1st Assistants in Vizagapatam. It is true they have wild tribes to deal with, so have many of the first assistants in the Punjab.

The powers of this Officer are the same as the powers of the Principal Assistant. The

	Rs.
Second Assistant	8,800

Fixed tentage Rs. 504 per annum, and Rs. 5-4-0 per day extra ditto. when actually in camp.

Agent represents that one Assistant is always required at the Head-quarters station to superintend the Police of the populous town of Vizagapatam, and of the large Cantonment of Waltair; to attend to the Treasury, and to assist in the mis-

No. 96. ORDER THEREON, No. 1354 B; dated 24th December 1857.

The Commissioner in his report above recorded remarks upon the three Districts of Ganjam, Vizagapatam, and Kurnool, over the greater part of the two former of which, and over the whole of the latter, the administration of civil and criminal justice is held, not by the ordinary Courts, but by the Agents to the Governor.

2. In 1839, the annual salaries of the Agents in Ganjam and Vizagapatam were fixed at Rupees 34,200, and 30,000, respectively; the Commissioner admits the importance of the office and the onerous and responsible nature of its duties, but he thinks that its salary may be reduced, though in a manner to make a greater difference than at present between the remuneration of an Agent and a Collector. There is at present a difference amounting to Rupees 5,200, and Rupees 2,000, between the pay of a Collector and the Agents in Ganjam and Vizagapatam respectively; under the Commissioner's proposal the differences will be raised to Rupees 7,000, and 5,000.

3. It is not necessary for the Government to recapitulate the arguments which they have adduced against a reduction of the salaries of Collectors, those arguments apply equally to the case of the Agents, and as the duties and responsibilities of the latter officers are unquestionably heavier than those of the former, and as consequently they are entitled to a higher scale of remuneration, in advocating the retention by Collectors of their present pay, the Government would be understood as advocating also that no change be made in the salaries paid to the Agents. Large portions both of the Ganjam and Vizagapatam Districts are subject to a deadly malaria, and in addition to more laborious duties, the Agents have to risk their health, and, sooner or later, to incur those pecuniary losses, which, in India, a loss of health entails. The difficulties of their position are not less than they were, the advantages of retaining in office men experienced in the Districts are not less, and as those who fill the position of Agents are generally selected for the duty, they have a right to look to extra remuneration for the exercise of those extra qualifications, which they, of all others, are supposed preeminently to possess.

4. The Commissioner would make changes and reductions in the numbers and salaries of the Assistants to the Agents. As regards numbers, the Government will separately express their views as to the employment of Uncovenanted Agency, but as regards the salaries now paid to the Covenanted Assistants, it is their opinion that they are in just proportion to those which they desire to see retained by the Collectors, and to the duties which are required of their recipients. The question will be more fully considered in disposing of the Commissioner's next chapter on Subordinate Revenue Agency.

5. The question of Kurnool is now before the Government of India; it has been proposed to unite with it some parts of Bellary and Cuddapah, to form it into a Collectorate, and place it under the ordinary regulations, it is not therefore necessary to discuss the matter here.

(Signed) H. FORBES,
Acting Secretary to Government.

No. 97. COLLECTOR OF MADRAS.

Salary Rs. 2,333-5-4 per mensem, or Rs. 28,000 per annum.

The duties of the Collector of Madras differ so much from the duties of the provincial districts, that I have thought it advisable to make that office the subject of a separate paper.

Previous to the year 1832, the salary of the Madras Collector was, on an average, Rupees 3,200 per mensem, arising partly from a per centage on the land and extra revenue collections. In October 1832, the salary was fixed at Rs. 25,000 per annum, in addition to certain fees; and in September 1843, it was reduced to the present scale, viz. Rs. 2333-5-4 per mensem. In 1844, the fees were disallowed, and the finance Committee recommended the reduction of the salary to Rs. 1,500 per mensem; but the Honorable the Court of Directors did not assent to the reduction. It was subsequently proposed to abolish the office; but the Court, on the recommendation of the Government of Madras, directed its continuance. The Board say of this office—"The duties are less than those of a Collector by two thirds, and consist chiefly in collecting the abkaree, salt and stamp revenues, fees on grants, and quit-rent on houses and cultivated ground, and on the issue of certificates for lands within the local limits of Madras. In the discharge of his duties, more than ordinary care and circumspection are required on the part of the Collector, in consequence of the Collectorate being within the jurisdiction of the Supreme Court."

The area of the Collectorship within the jurisdiction of the Supreme Court is 26½ square miles. The abkaree limits beyond, embrace nearly 200 square miles. The land revenue amounts to Rs. 60,621-10-7* per annum only. The abkaree revenue amounts to Rs. 5,50,245, and the total receipts annually of the treasury are Rs. 12,31,746.

This apparently is a very light and easy office. I propose to reduce the pay to that of a Collectorship of the 2d class, Rs. 20,000 per annum. The saving will be Rs. 8,000 per annum.

No. 98. ORDER THEREON, No. 1354 C; dated 24th December 1857.

Mr. Ricketts proposes that the salary of the Collector of Madras should be reduced from Rupees 28,000 to Rs. 20,000 per annum, on the ground that the office is apparently a very light and easy one.

2. The salary of the office was reduced, in 1843, to its present scale of 28,000 Rupees, and, since the reduction, the duties and responsibilities of the Collector have been greatly increased, owing to the augmentation of the revenues from 9 lacs in 1844 to 13 lacs in 1854, they will be still further increased by the growing development of the salt trade, consequent on the facilities for inland transport afforded by the Railway. The duties of the Collector have also been enhanc-

*This is the sum shewn in a statement received from the Collector. A statement received from the Government shews Rs. 59,875.

XII. of 1821 Madras Revenue Act.
XIX. of 1839 Abkaree Act.
I. of 1854 for taking land.

ed by the operation of the enactments noted in the margin, the latter of which is not only attended with considerable trouble, but is likely, in cases of error or oversight, to involve the Collector in legal proceedings which it is, on every account, desirable to avoid. More than ordinary care and caution, in matters of detail are requisite on the part of the Collector of Madras, who should be an officer of standing, experience, and judgment.

5. It was with particular reference to this consideration that the Honorable Court, in a Despatch dated so late only as 18th July 1855, consented to the salary of the office being retained on its present scale, in the following terms: "In consideration of the reduced amount of the revenue of the Collectorate of Madras, and of the extended duties which, under recent enactments, have been entrusted to the officer in charge of it, and with especial reference to the circumstance that a reduction of the salary would have the effect of consigning the office to young and inexperienced hands, we have resolved to withdraw the orders given in our Despatch of the 25th April (No. 8) 1845, and to permit the appointment to remain on its present footing."

6. It is alleged that the duties of the Collector of Madras are not so heavy as those of a Collector in the provinces; but it must be remembered that, while the latter is assisted by two or three Covenanted officers, the former has no such agency at his disposal.

7. Taking therefore all circumstances into consideration, and adverting to the fact that living in Madras is very far more expensive than in the Provinces, the Governor in Council is of opinion that, in order to secure the services of an officer of standing and experience, and to provide against a frequent change of incumbents, the salary of the Collector of Madras should be fixed at the same as that now given to the generality of Collectors in the Provinces, viz. 28,000 Rupees per annum.

(Signed) H. FORBES,
Acting Secretary to Government.

No. 99.

SUBORDINATE OFFICERS
IN THE
REVENUE DEPARTMENT, MADRAS.

1. There are nineteen* Sub-Collectors drawing a salary of Rs. 14,000 per annum, a fixed tent allowance of Rs. 1050, and extra tent allowance when on circuit of Rs. 5-4-0 per diem. These officers have the management of four or more talooks, in which they perform the same duties as the Collector and Magistrate, subject to the Collector's control.

2. There are twenty head assistants, whose salaries vary according to length of service and residence in India, from Rs. 6,700 to Rs. 8,800, with a tent allowance of Rs. 12 per mensem, or Rs. 504 per annum, and an extra allowance of Rs. 2-10-0 per diem when on circuit. In 1836, on the abolition of payment by Commission, Rs. 8,800 per annum was fixed as the salary of assistants after six years' residence and three years service, and Rs. 6,700 per annum as the salary of 2nd Class Assistants. The scale has since been modified, and officers are promoted as found qualified, according to the revised rules for the examination of junior Civil Servants, dated 26th May 1854. The head assistants have charge of two or more talooks in which they make the annual ryotwarree settlement, subject to the supervision of the Collector, and they also examine cases under Act VII. of 1843. In some districts, as in Tanjore and Rajamundry, the head assistant superintends the Sea Customs and Salt Departments, settles all disputes about the *Meerasee* right to pans, and performs other miscellaneous duties delegated by the Collector.

3. There are twenty junior assistants on a salary of Rupees 350 each per mensem, or Rupees 4,200 per annum. They perform such duties as are enjoined by the Collector, namely examining the Treasury and Stamps periodically, &c. After one years's residence, an assistant is placed in charge of one or two talooks, and disposes of cases referred to him by the Magistrate. Under the revised rules, dated 26th May 1854, an assistant, who has passed according to the *first* standard of examination, and who has been six months at a station as an assistant, is permitted to exercise the ordinary powers vested in Magistrates, and may be vested with a distinct police charge. If he has passed according to the *second* standard, and has exercised the powers vested in Magistrates for at least one year, he is entitled to draw the increased allowance of Rs. 175 per mensem, although he may not have served six years.

4. The Madras Government, in the letter to the Government of India No. 584, of the 7th June, 1856, thus described the strength of the subordinate Officers:—"I mentioned in para. "4, † that the covenanted assistance usually possessed by a Collector consisted of either two or "three persons. The details of that statement are as follow. This Presidency contains nineteen "mofussil districts, besides Kurnool which is on a different footing. Of these districts, there is "a Sub-Collector in sixteen, excluding the three smallest which have none; a head assistant in "every district; another assistant on the allowances and of the standing of a head assistant in the "four districts of Tanjore, Malabar, Ganjam, and Vizagapatam; and a second assistant in every "district, except the two last mentioned. This is the regular establishment of covenanted Re-

*Including the head Assistants, who draw the same salary, but are not called Sub-Collectors. The Board in their list dated the 1st October 1856, shew only sixteen Sub-Collectors.

NOTE.—This is taken from a return furnished by the civil auditor which does not agree with the Board's statement dated 1st October 1856.

†Of letter to Government of India, No. 949 B. dated the 18th August, 1855.

NOTE.—In the district of Canara, in consequence of its great extent, and large amount of work, there are two Sub-Collectors.

"venue Officers, in addition to the Collector; and it has often happened that in the larger dis-
"tricts, instead of one second assistant, there have been two."

5. There are no uncovenanted Deputy Collectors, or Deputy Magistrates, as at the other Presidencies. The Tahseeldars have authority to fine three rupees, or to sentence to imprisonment for ten days, and hold enquiries in all sorts of Revenue cases referred to them by the Collector, and with this assistance the four or five European Officers are expected to do the whole of the work of the criminal and fiscal Departments in districts the average population of each of which is above a million of people. At the other Presidencies, as many officers are considered necessary in much smaller districts, where the land revenue settlement is fixed in perpetuity, or for a considerable period with Zemindars or Village Communities.

6. By their letter of the 15th August 1855, the Government of Madras gave their cordial support to the proposal of the Board of Revenue to employ uncovenanted Deputy Collectors, as in the other divisions of British India. It was represented that the districts in extent averaged 6,842 square miles, while the average in the North West Provinces, was only 2,322;†—and that the average population of each Madras district was 1,100,000; while population in the districts of the North West Provinces averaged only 700,000.‡ The multifarious duties of the Collector were described, and the utter impossibility of his performing them with the aid allowed, demonstrated. The Board shewed that the Collectors were overwhelmed with work, much of it matter of detail, which would be as well done by inferior agency; that they were not only borne down by labor, but with all their efforts they were unable to do more than a part of the duties required of them; and that all duties were done imperfectly because too hurriedly, and wrongs remained unredressed, and frauds and abuses unchecked, because the Collector was absolutely without the time to attend to them. The Government vouched for the literal truth of all the Board's representations, and the absence of all exaggeration, and bore cordial testimony to the general zeal, industry and ability of the Collectors, and to their daily and habitual endurance of an amount of work which no ordinary constitution could sustain for a lengthened term.

7. The remedy for these, and many other evils described by the Board and the Government, was represented to be that which had been applied with so much success in other parts of the Empire, the employment of Natives as executive, instead of merely as ministerial, Officers. The Government recommended that sixty officers should be employed, divided into four classes:—

10 on Rs. 600 per Mensem	
15 on Rs. 500	"
15 on Rs. 350	"
20 on Rs. 250	"

The first two grades to be styled Deputy Collectors, the last two grades Assistant Collectors. It was proposed to give a tentage allowance, when absent from their usual residence on duty, of Rs. 3 per diem for Deputy Collectors, and Rs. 2 for Assistants; and to allow an establishment at Rs. 60 per mensem for each officer. The system of promotion recommended, was service for a certain period in each subordinate grade, before advancement to the next. This system of promotion having been tried in the North Western Provinces, and in Bengal, and having failed,

†The average of the North West Provinces is 2,322. The average of the Madras districts, according to a statement received from the Government, is 6,501.

‡The average of the North West Provinces is 974,436.

was three years ago abandoned. It was proposed that the office should be open to all sections of the community. The expense was estimated as follows:—

25 Deputy Collectors per month	Rs.	13,500
35 Assistants " "	"	10,250
Establishments for 60 officers at Rs. 60 each...	"	3,600
		27,350
		12
	Per annum Rs.	3,28,200
Add		
Tentage for 25 Deputy Collectors at Rs. 3		
per day for four months...		9,000
Ditto for 35 Assistants at Rs. 2 per day for Do...		8,400
Total...		3,45,600

8. The Government represented that there was no quarter in which they could recommend reductions to meet even a part of this proposed increased expenditure, yet there was reason to anticipate that indirectly no inconsiderable portion might be replaced. In paragraph 13, the Government wrote as follows:—"The Governor in Council would solicit the attention of the "Government of India to the remarks of the Board of Revenue in paragraphs 20 and 21 of "their letter. The certain fact is there adverted to that, at present, the officers of Govern-"ment draw from the people much more than is ever credited in the public accounts. Of the "amount actually received on account of the revenue, a part is embezzled, and much more is "indirectly received by the Talook servants, either for abandoning a part of the just claims of "the revenue, or as mere general and customary exaction. The total number of the native "servants of Government in the Revenue and Police Departments, which under the existing "system are united and amalgamated, is not less than 35,000. Speaking generally, it may truly "be said that each one of these receives something besides his pay, and there are, in addition, at "least twice as many more of the village establishments among whom the same practices prevail. "Assuming the peculations, and illegal exactions of these united bodies to amount to no more "than five per cent of the ostensible revenue receipts, the Board point out that their aggregate "sum would be twenty lacs a year, and it seems highly probable that, in reality, they are double "that amount. The Government cannot doubt that the Board are right in anticipating, as a re-"sult of the appointment of uncovenanted Deputy and Assistant Collectors, if these are judici-"ously selected, a very great check on these frauds and exactions, and they fully believe that, "in addition to the incalculable blessing thus conferred on the public, in freeing them both "from extortionate demands, and from the necessity of complicity in habitual intrigue and "corruption, the revenue would instantly exhibit the effects, and that the trifling charge "of $\frac{3}{4}$ per cent, involved in the present propositions would thus be speedily replaced."

9. I believe a more honest and truthful representation of wants was never penned than is contained in the letter from which the above quotations are taken. The representations of the Board when advocating an increase to the salaries of Collectors, which implied that annual settlements with each ryot were actually made by the Collectors, were, as I have said, exaggerated; but in their letter on which the letter of the Madras Government to the Government of India is

*Dated 22nd. January 1855, No. 192.

founded, there is a plain, unvarnished statement of the work left undone. Though the dittum has been abolished, there still is, or ought to be, some sort of adjustment with each cultivator; but what sort of an adjustment must it be, and by whom must it be conducted? I request attention to the following figures. In Coimbatore, 244,011 persons are said to pay their revenue direct to the Collector. In a year there are 525,960 minutes. So that, supposing the Collector worked day and night throughout the year, and never did any thing else but settle with the ryots, he would be able to give a little more than 2 minutes to each settlement, or in the usual office hours ½ minute in the year to each ryot. There are† five European officers in the district. Supposing all to have nothing else to do, they might in the usual office hours give 2½ minutes to each settlement. But they have many other things to do; so many that this settlement must be left almost entirely to the Tahseeldars. There are in Coimbatore fifteen Tahseeldars. Supposing these officers to be employed solely in making settlements, and adjusting accounts with ryots for eight hours each day throughout the year, they would be able to give 10¾ minutes to each ryot—10¾ minutes for inquiring into and noting additions, relinquishments, transfers, the preparation of the Jummabundee, and the adjustment of dues, payments, and balances! It is plain that any thing deserving the name of settlement is not made at all, or it must be made by some subordinate. Neither the Collector, nor an Assistant, nor a Tahseeldar, can possibly attend to all, or even a considerable portion of the parties, who, holding direct from the Government, have, according to the theory of ryotwarree management, a right to an annual settlement, and an annual adjustment of accounts. The real truth is that the annual settlement is the settlement of the *Monegar* and *Kurnum*. The *Ajmaish*, or testing of the Kurnums' work, is practically a farce. All Kurnums are well aware that their accounts cannot be thoroughly tested—that the agency for such a duty does not exist—that provided the ryots do not insist on a careful revision, there is no one else to insist upon such a testing of the papers on the ground as would prove them. The Board, and all who have had the best means of judging, represent that, taken as a body, the whole of the Native officers employed in the collection of the land revenue are corrupt. Under such circumstances, it is very difficult to conjecture what per centage of revenue fairly demandable may be hidden from view. Supposing the sum concealed to be only 8 annas on each hundred rupees, it would more than pay thirty Deputy Collectors at Rs. 5000 each per annum. If the sum concealed is not five Rupees on a hundred, and sufficient to pay 330 Deputy Collectors Rs. 5,000 per annum each, then, instead of the Madras Native revenue officers being more prone to corruption than revenue officers elsewhere, and the Madras cultivators being more inclined to evade payments than ryots of other parts, they are all, payers and receivers, much calumniated; for I am quite sure that in no part of India in which my practical experience was gained, would the sum divided among the parties under similar circumstances, be less than double that per centage.

10. The Board especially noticed in their report‡ that it was not in the land revenue department only that Deputy Collectors would be useful. They wrote—"The Salt Department "again, is one in which their services may be eminently useful. There are several districts in "which the receipts under this head exceed four, and even five "lacs of rupees per annum,‖ and yet the immediate management "of this branch of revenue is entrusted to men on salaries of thirty "or forty Rupees per month. It is no wonder that wholesale "frauds are notoriously prevalent. The services of an efficient "and trustworthy Superintendent, would be very valuable. This has already been exemplified

Coimbatore 3,88,426, Nellore 3,05,640, Tanjore 4,79,819, Canara 4,59,641, Madras 4,61,861.

NOTE.—These figures do not correspond with the figures in the statement received from the Government dated the 12th Nov. 1856.

†At present only 4.

‡ Dated 22nd January 1855, No. 192.

"in the Madras Collectorate, where an uncovenanted assistant has had the management of the "salt revenue for the last two years, and with very good effect. It may be added that active "and trustworthy superintendence will be not less necessary under an excise duty than under "the existing Monopoly."

11. The Board recommended the appointment of 60‡ officers to be distributed as shewn in the margin. They compared the requirements and the establishments of the Madras districts, with the requirements and establishments of the districts in the North West Provinces; and gave it as their opinion that, considering the great extent of the Madras Collectorates, and the detailed system of land revenue, the number was far from disproportionate in comparison with the territory.

	Treasury.	Salt.	General purposes of revenue and police.	Total.
Ganjam.	1	1	1	3
Vizagapatam.	1	1	1	3
Rajahmundry.	1	1	1	3
Masulipatam.	1	1	1	3
Guntoor.	1	1	1	3
Nellore.	1	„	3	4
Cuddapah.	1	„	3	4
Bellary.	1	„	1	2
Kurnool.	1	1	„	2
Chingleput	1	„	2	3
North Arcot	1	1	1	3
South Arcot.	1	1	1	3
Tanjore.	1	„	1	2
Trichinopoly	1	1	1	3
Madura.	1	1	1	3
Tinnevelly.	1	„	2	3
Coimbatore.	1	„	2	3
Salem.	1	1	1	3
Malabar.	1	1	1	3
Canara	„	1	1	2
Madras.	„	„	„	„
Total	20	14	27	61

12. This proposal was coldly received by the Government of India. Though there are above one hundred Deputy Collectors in Bengal with a settlement in perpetuity, and forty-seven Deputy Collectors in the North West Provinces with a settlement for thirty years, and twenty-eight Deputy Collectors in Bombay, with half the Madras land revenue, and less than half the Madras agricultural population; though under the Madras system, subordinate executive officers must be more necessary than in any other part of the empire, instead of urging the immediate employment of that class of officers which had been found so useful elsewhere, the proposal was received as if there was reason for supposing that the necessity for employing so many had been exaggerated; and the Madras Government having, in a subsequent despatch, dated 7th June 1856, pressed the immediate appointment of eighteen, the Government of India treated the recommendation contained in that letter as if it had been submitted in supersession of that in the letter of the 13th August 1855, and sanctioned eighteen only; and postponed, *sine die*, the consideration of the recommendation that sixty officers should be employed. Moreover, the orders having, in most peremptory terms, directed the immediate revision of the status and salaries of the Sheristadars and Naib Sheristadars, with a view to their being replaced by men paid at one-third of the salaries paid to Sheristadars, the relief to the Cellectors became *nil*. For although the Sheristadars have no executive authority, all admit that it is only by the assistance received from these officers, that Collectors have hitherto been enabled to perform their duties; or, rather, I should say, to avert very mischievous confusion; for the duties have not been performed.

13. The Supreme Government do not, in their orders, make any attempt to shew that the Madras Government have taken a mistaken view of the necessities of the Department. On the contrary, it is admitted that the grounds for the addition to the executive strength proposed are very strong grounds—that it is almost certain that, if any change be made at the Madras Presidency, the free employment of uncovenanted agency must form a part, and that the shape in which the Madras Government propose to introduce it is open to no objection that may not be easily removed. Nevertheless the grant was limited to eighteen, which is about one fourth of the number really wanted in order to make the administration respectable.

14. The subjoined statement is alone sufficient to shew that the original application from the Madras Government was in every respect moderate and suitable, unless all the establishments everywhere else are immoderate and extravagant. In Bengal there is one executive officer to 157,975 people, and Rupees 170,957 land revenue. In the Western Provinces there is one executive officer to 227,124 people, and Rs. 3,04,985 land revenue. In Madras there is one officer to 267,552 people, and Rs. 4,12,071 land revenue. When it is considered that the Madras system is encumbered with much greater detail than the systems of Bengal and the North West Provinces, had the Madras establishment exceeded the Bengal establishment as much as it falls short of it, the excess could not have been considered unreasonable.

‡ 61 According to the Board's statement.

STATEMENT.

Showing the existing number of District Officers, Covenanted and Uncovenanted, in the Revenue and Criminal Departments of the four Local Governments; the expenditure on account of the salaries of the two classes, and other particulars, relating to the position and work of each officer attached to the two Departments.

Number of Covenanted officers.	Number of Uncovd. Officers.	Total Number Covd. and Uncovd.	Aggregate salary per annum of Covenanted Officers.	Aggregate salary per annum of Uncovd. Officers.	Aggregate salary per annum, of Covd. and Uncovd. Officers.	Aggregate area in square miles.	Aggregate Population	Aggregate Land Revenue.		Average salary per mensem of Covenanted Officers.	Average salary per mensem of Uncovd. Officers.	Average salary per mensem of Covd. and Uncovd. Officers.	Average area under each Covd. Officer.	Average area under each Covd. and Uncovd. Officer.	Average Population under each Covenanted Officer.	Average Population under each Covd. and Uncovd. Officer.	Average Land Rev. under each Covd. Officer.
1	2	3	4	5	6	7	8	9		10	11	12	13	14	15	16	17
106	100	206	12,94,400	4,21,200	17,15,600	132,690	32,539,259	352,17,235	Bengal	1018	351	694	1,252	644	306,974	157,957	3,32,238
88	45	133	13,02,000	2,04,600	15,06,600	72,161	30,207,530	405,63,069	N. W. Provinces	1233	379	944	820	543	343,264	227,124	4,60,944
81	1	82	11,08,500	3,600	11,12,100	132,090	21,939,279	337,89,827	Madras	1140	300	1130	1,631	1611	270,855	267,552	4,17,158
64	28	92	6,97,400	1,04,050	8,01,450	75,786	9,744,988	176,38,132	Bombay	908	310	726	1,184	824	152,266	105,924	2,75,597

Average land revenue under each Covd. and Uncovd. Officer.	Per Centage of Covenanted salary on Land Revenue.			Per Centage of Uncovd. salary on Land Revenue.			Per Centage of Covenanted and Uncovd. salary on land Revenue.		
18	19			20			21		
1,70,957	3	10	9	1	3	12	4	13	11
3,04,985	3	3	4	"	8	1	3	11	5
4,12,071	3	4	5	"	12	2	3	4	7
1,91,719	3	15	3	"	9	5	4	8	8

N. W. Provinces — Bombay

Note.—Under Orders dated the 26th October 1854, the Lieutenant Governor of Bengal is authorized to entertain supernumerary Deputy Collectors and Deputy Magistrates in excess of the sanctioned establishments.

The Collector of Sattara and his two Military Assistants have been included among the number of Covenanted Officers in Bombay, and the area and other statistical particulars of the territory have been shown under Cols. 7 to 10.

Fort St. George, Revenue Diary after Consultation 23d December 1857. 7

15. The appointment of sixty Deputy Collectors would make the proportion of executive officers to the population and the revenue, approximate very nearly to the proportion in Bengal and the North West Provinces. On the 9th April 1857, I requested the Board to consider the question of dividing the largest* districts each into two Collectorships, and the number of Deputy Collectors required, together, and to inform me how many if they were not divided. In opinion, be required if the districts were divided, and how many if they were not divided. In the districts they have, as to the general measures answer the Board say that, with the limited information they find it extremely difficult to give any definite opinion on particular points of the scheme. I should have felt more confidence in my recommendations had they been supported, in their details, by the Board. But the Board's opinion of the wants of the revenue administration were so plainly expressed in their letter of the 22nd January 1855, that I have little fear of their disapproving the reforms I would introduce.

16. After a careful collation of the work in the several districts, I have satisfied myself that sixty-eight covenanted, and sixty-one uncovenanted officers are absolutely required, besides twenty-five † Collectors and Magistrates; making the whole executive force for the twenty-five districts, 154 persons, being on an average of six officers to each district. These six officers are to manage 877,571 people, and superintend the collection of Rs. 13,51,593 land revenue from 79,376 cultivators. They would do it with an efficient Tahseeldarree establishment under them; they may be almost as helpless as it has been hitherto. They would without such aid, their position would be almost as helpless as it has been hitherto. They would not be able to do all; and, if all is not done, it soon comes to be of little moment whether ten per cent, or fifty per cent, remains undone.

17. I recommend the covenanted and uncovenanted establishments shewn in the annexed‡ statement. There is an increase of nine covenanted and sixty uncovenanted || subordinate officers. The increased expense per annum on assistants is Rs 1,95,800; but this is covered in some measure by the reduction proposed in the salaries of Collectors and Head Sheristadars. The increase in the number of covenanted officers, corresponds with the decrease proposed in the Judicial department of the abolition of the office of Subordinate Judge, and the appointment of Principal Sudder Ameens in their place.

18. I regard an establishment of this strength as indispensable to the management of the country with comfort to the governed, and credit to the Governors. This strength must be maintained. The unreasonable system of, in seasons of unusual sickness, keeping all the work on those who may remain well, and by so doing increasing the plague, must be altogether abandoned. I do not regard the covenanted assistants of the 4th class as constituting a portion of the establishment assisted. As elsewhere remarked, they are, for the most part, learners; and instead of assisting, require to be officer, failing, or going away on prolonged leave, his place is to be filled up. If covenanted officers are not available to fill the places usually occupied by that class, recourse must be had to uncovenanted officers, and by this means the health of their officers, and the interest of the people, power. The credit of the Government, the health of their officers, and the interest of the people, alike demand this reform.

19. The underwritten statement shews at one view the result of the recommendations connected with the Board, Collectors and Magistrates, Sub-Collectors, Assistants, Deputy Collectors and Sheristadars.

* Canara, Malabar, Tanjore, Cuddapah, Bellary, Madura.

† Reckoning two for each of the new large districts referred to in the preceding paragraph.

‡ Appended to the paper "Collectors of Madras."

|| There is already one uncovenanted officer in Malabar.

PRESENT SCALE.			Per Annum. Rs.				PROPOSED SCALE.			Per Annum. Rs.		
1	Member of Board	48,000	„	„			1 Chief Commissioner	42,000	„	„		
1	Ditto	40,900	„	„			1 Secretary	24,000	„	„		
1	Ditto	36,200	„	„			6 Comrs. at Rs. 32,000	1,92,000	„	„		
1	Secretary	24,000	„	„			Travelling allowance at 10 Rs. per day say for each Rs. 1500	9,000	„	„		
1	Sub-Secretary	18,000	„	„								
5—					1,67,100	„ „	8—				2,67,000	„ „
1		34,200	„	„		Collectors and Magistrates.	„		„	„		
1		31,000	„	„		Do.	„		„	„		
1		30,100	„	„		Do.	„		„	„		
1		30,000	„	„		Do.	1	30,000	„	„		
13	at Rs. 28,000	4,20,000	„	„		Do.	1	23,000	„	„		
1		24,000	„	„		Do.	1	24,000	„	„		
„		„	„	„		Do.	13	at Rs. 23,000	2,99,000	„	„	
„		„	„	„		Do.	9	at Rs. 20,000	1,80,000	„	„	
20—					3,69,300	„ „	25—				5,61,000	„ „
„		„	„	„		Assistants or Sub Collectors	„		„	„		
19	at Rs. 14,000	2,66,000	„	„		Do.	16	at Rs. 9,600	1,53,600	„	„	
„		„	„	„		Do.	„		„	„		
20	at Rs. 8800	1,76,000	„	„		Do.	13	at Rs. 7,800	1,01,400	„	„	
„		„	„	„		Do.	„		„	„		
„		„	„	„		Do.	22	at Rs. 6,000	1,32,000	„	„	
„		„	„	„		Do.	17	at Rs. 4,800	81,600	„	„	
„		„	„	„		Do.	„		„	„		
20	at Rs. 4200	84,000	„	„			68—				4,68,000	„ „
59—					5,26,000	„ „						
„		„	„	„		Deputy Collectors.	2	at Rs. 9,600	19,200	„	„	
„		„	„	„		Do.	2	at Rs. 7,800	15,600	„	„	
„		„	„	„		Do.	6	at Rs. 6,000	36,000	„	„	
„		„	„	„		Do.	13	at Rs. 4,800	62,400	„	„	
1		3,600	„	„		Do.	16	at Rs. 3,600	57,600	„	„	
„		„	„	„		Do.	22	at Rs. 3,000	66,000	„	„	
1—					3,600	„ „	61—				2,56,800	„ „

1		8,400	„	„			Sheristadars.	„		„	„	„
4	at Rs. 6300	25,200	„	„			Do.	„		„	„	„
2	at Rs. 5250	10,500	„	„			Do.	„		„	„	„
1		4,800	„	„			Do.	„		„	„	„
1		4,200	„	„			Do.	„		„	„	„
11	at Rs. 3360	36,960	„	„			Do.	„		„	„	„
1		2,520	„	„			Do.	„		„	„	„
„		„	„	„			Do.	17	at Rs. 2,100	35,700	„	„
„		„	„	„			Do.	8	at Rs. 1,800	14,400	„	„
21—					92,580	„ „	25—				50,100	„ „
15	at Rs. 2100	31,500	„	„			Naib Sheristadars.	„		„	„	„
4	at Rs. 1680	6,720	„	„			Do.	„		„	„	„
1		1,440	„	„			Do.	„		„	„	„
„		„	„	„			Do.	20	at Rs. 960	19,200	„	„
20—					39,660	„ „	20—				19,200	„ „
3	at Rs. 2400	7,200	„	„			Sheristadars of Sub divisions.	„		„	„	„
10	at Rs. 2100	21,000	„	„			Do.	„		„	„	„
1		1,920	„	„			Do.	„		„	„	„
1		1,680	„	„			Do.	„		„	„	„
„		„	„	„			Do.	15	at Rs. 1,200	18,000	„	„
15—					31,800	„ „	15—				18,000	„ „
1		2,160	„	„			Assistant Sheristadars.	„		„	„	„
1		1,800	„	„			Do.	„		„	„	„
1		1,200	„	„			Do.	„		„	„	„
1		960	„	„			Do.	„		„	„	„
„		„	„	„			Do.	4	at Rs. 900	3,600	„	„
4—					6,120	„ „	4—				3,600	„ „
145		Total Rupees...			14,36,160	„ „	226		Total Rupees...		16,44,300	„ „
									Deduct Present Scale.	„	14,36,160	„ „
									Increase Rupees...		2,08,140	„ „

No. 100. ORDER THEREON, No. 1554 D; dated 24th December 1857.

1. The Commissioner's Chapter read above is devoted to the subject of the assistance received by Collectors in the performance of their executive duties, and as regards the number of subordinate Revenue officers; the views of Government have of late been more than once recorded at considerable length; these views will now be briefly referred to, and the opinion of Government on the reduction proposed in the salaries of the Covenanted officers will be given.

2. It has, for some time, been very obvious to this Government, that the Collectorates are insufficiently served, that the Collectors are so overwhelmed with details as to have no time to devote to their more proper duty of supervision and control, and the consideration and introduction of general measures of improvement. After a correspondence on the subject with the Board of Revenue, it was resolved that the remedy for the evils from which all districts were suffering, would be found in a large introduction of Uncovenanted Agency, and the appointment of sixty Deputy and Assistant Collectors was very strongly recommended to the Government of India in a letter dated the 13th of August 1855. This letter is so recent, and is so largely quoted from in the Chapter of the Commissioner's report now under review, that it is not necessary to recapitulate its contents. The state of business in the Provinces was fully laid before the Government of India. The losses annually sustained by the people and the Government, in consequence of the exactions of the village servants, and the frauds at which they connived, were broadly stated, and the opinion of the Government was given that the charge for the Establishment, would be fully replaced, by the cessation of those practises, which there is too much reason to fear now divert no inconsiderable portion of the revenue from the Public Treasury.

3. To this letter, which as is said above was dated the 13th of August 1855, no reply was received up to the 7th of June 1856, when, under a strong conviction of the urgent necessity of affording the overworked Collectors in the several Provinces assistance in the performance of their many heavy duties, the Government again addressed the Governor General in Council, and earnestly pressed for leave to appoint at least eighteen Uncovenanted Deputy Collectors, to make up in some measure for the deficiency of Covenanted Assistants of which all Collectors complained; the same request was repeated on the 6th of the following month of August.

4. On the 24th of October 1856, the orders of the Government of India were passed; the smaller number of 18 Deputy Collectors, applied for by this Government as an instalment of the whole number required, was sanctioned as if it were a final measure, but coupled with the condition that the office of Sheristadar and Naib Sheristadar should be abolished in those Districts in which the new class of officers were employed.

5. A correspondence followed between the Government and the Board of Revenue and the Commissioner for the Revision of Civil Salaries and Establishments, which resulted in a conviction on the part of this Government that they would be placing their Collectors in a condition less favorable even than at present, by granting them one inexperienced and lowly paid Uncovenanted Assistant, and depriving them of their experienced and highly paid Sheristadar. A representation to this effect however, which was made to the Government of India, with a request that the condition they had annexed to the sanction for the employment of 18 Uncovenanted Deputy Collectors might be withdrawn, was ineffectual, and in a letter dated the 30th of September 1857, the decision of the Governor General in Council was conveyed, that the new appointments should be made only on the abolition of the office of Sheristadar, and as this was not considered expedient by the Government of Madras,* particularly at the present crisis of affairs, their Provinces remain as much underofficered as before.

* *Vide Minute by the Right Honorable the Governor dated 9th in Cons. 25th August 1857.*

6. The Commissioner very strongly seconds the views of this Government as to the necessity for more aid in the administration of the Revenue than is at present at their disposal, and is of opinion that 68 Uncovenanted Deputy Collectors should be allowed; the Governor in Council has so often, and so fully, expressed his opinion on the question, that he considers it unnecessary on this occasion to repeat what has so recently been placed on record; each day's experience shews, only more and more strongly, the necessity which has been so pointedly urged, and it is a satisfaction to His Lordship to find the views of the Government so entirely borne ou by all that the Commissioner has said.

Paras. 13, 14, 16, 17, 18.

7. On the reduction which the Commissioner proposes in the position and pay of the subordinate Covenanted officers of Government, His Lordship in Council is not disposed to dwell; the arguments which have been already used, when reviewing the Commissioner's Report on the salaries of Collectors, apply in great measure to the present question also; if it be necessary that the European officers in the Provinces should be looked up to with respect and consideration, it is as necessary in the case of the Assistant and Sub-Collector as of the Collector himself; if it be necessary that the one should be able to devote his time and attention to his public duties, unhampered by the cares of a too nice economy, it is necessary also for the other; marriage is desirable for both, and it cannot be accomplished without means; a high tone of moral principle, which all experience shews is weakened by temptations offered to those in needy circumstances, should be early fostered in those entering the Public service in India, should grow with their growth, and strengthen with their strength, and some hope, however distant, of one day being able to leave India, and retire to England, should not be altogether withheld fron the younger members of the Civil Service, to cheer them on their path, and induce them fully to keep up communication with their friends in their native land.

8. The Commissioner proposes that the highest grade of Subordinate shall receive 9,600 Rupees a year. Mr. Ricketts has himself admitted that circumstances in this Presidency, circumstances over which the Government have no control, and from which the Civil service, has tried in vain to extricate itself, retard the attainment of a Collectorate till a period of 23 years has been passed in the public service, so that it is obvious that this rate of salary, viz. 800 Rupees a month, would, under the present proposal, be all that a Revenue officer could look to, until he had more than completed the whole service which, under his covenant, he is called upon to pass in India, after 22 years' residence he might go to England and wait for his annuity, supposing him to be able to pay for it, having never, throughout his whole career, received a higher salary than 800 Rupees a month.

9. The Government consider such reductions in the lower branches of the service as highly impolitic, as utterly deadening to all zeal in the performance of duty, as leading inevitably to debt and embarrassment, and as an entire departure from the policy which has, for half a century, enabled the Civil service to point with pride to the unspotted purity of its members.

10. The Government observe that the Commissioner proposes to remunerate a proportion of the Uncovenanted Deputy Collectors on the same scale as the Covenanted subordinate and Assistant Collectors. The question of the necessity for, or the propriety of this assimilation has very lately been separately discussed; the views of Government have been recorded in entire opposition to those propounded by the Commissioner, and the Governor in Council is satisfied to refer to that record, and considers it unnecessary to repeat his arguments here. Before closing their review of this Chapter, the Government will briefly refer to the arguments adduced by the Commissioner in paragraph 9, to shew that a Collector does not, in point of fact, himself make

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an annual settlement with every ryot in his District. The Government admit the fact, but ha... not anticipated that such an admission would be demanded; when it has been said that, in a Ryot... war District, an annual settlement is made with the ryots by the Collector, it had not occurred to Government to suppose that any one imagined that the Collector, as an individual, made the settlement with each individual ryot; this however appears to have been the sense in which the Commissioner has understood the theory of the Ryotwar system, and it is therefore necessary at once to admit that the impossibility which Mr. Ricketts shews that it would be, has never been attempted in Madras.

11. At the commencement of the cultivating season each ryot declares what land he wishes to resign, or what new land he wishes to take up; the extent of each man's holding, with the assessment upon it, is entered in account by the Curnum, and, at the annual settlement, the Curnums of all villages are assembled, their accounts are examined by the Collector's establishment, and the puttah of each ryot, made up in accordance with his holding, is prepared, and given in the Collector's presence. At the time of distribution, the amount of each man's liability is read aloud when the ryots' names are called, they have the opportunity of making to the Collector any representation they may please, and although the original account of the ryot's holding is no doubt prepared by the Curnums, it is scrutinized in the Collector's office, which, for the purpose, visits each talook in turn, every ryot is told his liability at the time he receives his lease, and any doubt he may have upon the matter, is cleared up upon the spot in his presence. The calculation made by the Commissioner of the number of minutes which can be devoted to each man's settlement, is apparently based on the erroneous supposition that every one of the 2,44,011 persons who, in Coimbatore, pay revenue to Government, is entitled to a separate settlement. Those only are so entitled who hold land direct from Government, and under tenants do not receive a puttah, nor is a settlement made with them. For the sake of simplicity and the punctual realization of the revenue, it is generally collected from these under tenants by the Government officers direct, and hence the number of persons paying revenue is large, but it is a mistake to suppose that a settlement is made with any but those who hold land of Government. The Commissioner refers to Coimbatore as the District in which 2,44,011 settlements are supposed to be annually made by the Collector, but the report on the settlement for Fusly 1264, published by order of Government, shews that the number of puttahs, or what is the same thing of settlements, was 51,310 or not much more than one fifth of the number named by Mr. Ricketts; of this total number also, 46,040 remained unaltered from the previous year, so that only 5,270 ryots were required to attend to receive fresh puttahs.

12. In the same paragraph, the Commissioner says that "the examish, or testing of the Curnum's work is practically a farce;" the following fact will shew that, on this point, Mr. Ricketts is very much in error. In a letter to the Board of Revenue, dated the 13th June 1856 No. 54, the Collector of Cuddapah applied for some additional Carcoons, and founded his request mainly on the great advantages which the Government would derive from a stricter examination of the cultivation, as a check on the Curnums's returns. In proof of the soundness of his anticipations, the Collector shewed that, in the three Fuslies 1262, 1263, and 1264, examination by such servants as his limited establishment enabled him to depute, had resulted in bringing to account, cultivation omitted by the Curnums to the amounts of Rupees 21,165, Rupees 24,695, and Rupees 31,932, sums sufficiently large to prove that the Commissioner was under a misapprehension in believing that the examish was "practically a farce."

(Signed) H. FORBES.
Acting Secretary to Government.

No. 101, Read the following:—

SHERISTADARS OF MADRAS. No. 8.

1. In their letter of the 22nd January 1855, the Board represented that, when Deputy Collectors shall be appointed, the salary of the Sheristadars may be decreased. These officers, though holding, ostensibly, no higher position than that of the head ministerial officer of the Collector's Kutcherry, from the absence of other efficient assistance, and from the multifarious, and overwhelming character of the Collector's duties, have been accustomed to exercise very great authority, though without any definite responsibility. The Board described the position of a Sheristadar in these words:—"Ostensibly, a Sheristadar is merely a ministerial Officer,* "the head, or manager of the Collector's office; he does nothing in his own name, or on his "own responsibility. But the enormous and multifarious duties of a Collector, and the frequent "changes in the occupancy of that office, while that of the Sheristadar is so much more perma"nent, have made the real position of the latter officer very different from his ostensible one. "Not only is he the chief source of information as to the history and condition of the districts, "but he is the confidential adviser, and in many respects, the real administrator. Some Collec"tors, in earlier times more particularly, have avowedly devolved their whole revenue duties on "their Sheristadars; and in every case, he must, from his very position, and the influence re"sulting from it, be regarded as more or less strictly, the sole channel of access to the Collector; "because all other official channels must be so greatly subordinate to him, and usually under "his influence. The Board believe it to be, in a great measure, a result of the state of things "here described, that in every district, in a greater or less degree, the whole body of the public "servants from a combination, bound together by the strongest ties both of interest, (not only "the hope of gain, but the fear of injury,) and often of family or caste connection, to maintain "abuses. The powers given to Sheristadars being so great, it has been thought necessary to "secure their attachment and good faith by very high salaries, and the prospect of Shrotriums "and large pensions; and a sense of the necessity of keeping up the dignity and exclusive in"fluence of the Sheristadars, actuated the Board on a former occasion to oppose, very strongly, "the introduction of uncovenanted assistants. The Board, at present, do not concur in that "view. The position of a Sheristadar, as above described, appears to them to be anomalous "and objectionable, because, with a great amount of real power, he is hardly at all under a "tangible responsibility. The Board would by no means lessen the prizes held out to the "natives of the country in the public service; on the contrary, they think that the public "interests demand that they should be much increased, both in number and value. But they "would place such appointments on a different footing, associating power and responsibility to"gether. The plan of employing uncovenanted agency, now proposed, appears to the Board to "afford the means both of doing this, and also of remedying other evils resulting from the "existing system."

"The Board would regard the creation of the new appointments as introductory to a change "in the position of the Sheristadars; various circumstances may be anticipated which will render "it no longer necessary to retain that office on its present footing. On the one hand, the in"creased number of competent assistants will relieve the Collector of much detail work; and on "the other, the reform of the district accounts now in contemplation, and the modification of "the land assessment, will much diminish and simplify both the ordinary work, and that of the "annual revenue settlement. The supposed necessity of attaching to the Collector an officer of "the large powers now vested in Sheristadars, will thus cease, and the Board are of opinion that "the holders of the office so designated should be hereafter invested with powers and responsi"bilities corresponding with their ostensible position, viz., that of office manager and head ac"countant. Eventually, the salaries of the appointments may be lowered, and other reductions "of establishment will be practicable. But, for the present, the Board would only advise that, "simultaneously with the resolution to create the new class of appointments, the present rules, "under which the pay of Sheristadars increases after certain terms of service, should be abro"gated. The Office of Naib, and Assistant Sheristadar, might be entirely discontinued at once."

2. The creation of the Office of Deputy Collector will both lessen the exclusive influence, in the district, now unavoidably possessed by the head Sheristadar, and also do away, in great

* Mr. Arthur Hall, Collector of South Arcot writes—"They are not, however, wholly ministerial officers, as they can be "employed judicially to try cases under Regulation XI of 1822, and also claims to Yeomiah-allowances, or Inam lands."

part, with the necessity for an officer with such powers and influence. The Government generally approved of the Board's suggestions, but were not prepared to bring the change about immediately, or till the new class of servants had become used to their duties, and their value proved. The Government were of the same opinion as regards the Naib Sheristadars.

3. The exact position of these officers is shewn by the orders of Government, dated the 12th May 1851, circulated by the Board on the 12th June 1851, in which there is the following passage:—"The practice which appears to have crept into some districts, of withdrawing certain "departments of the Kutcherry, Treasury, Stamps, &c., from the scrutiny and supervision of "the head Sheristadar, is very reprehensible. That officer should be regarded as the native Col- "lector; all accounts, in every branch of the revenue administration of the district, should be as "open to his examination, as to that of his European superior. The Board should make known "to all Sheristadars, that the Government hold them responsible for every department, and that "it is their duty to place in writing before their superiors any information they may have of "malpractices, wherever occurring."

4. The pay of these native officers was increased in 1816, in order to put a stop to "the "artful intrigues, the corrupt compacts, the daring embezzlements, the hardy frauds, and the "shameless perjuries which were then of constant occurrence." It was represented, that the native officers were almost without inducement to resist the great temptations to which they were exposed—that, owing to defective education, their morals were lax, and that not only their promotion was uncertain, but that their retaining, for any length of time, the situations which they held, was uncertain. The Board went on to say that, "they entirely agreed with Colonel "Munro, that the only effectual remedy for these very prevalent abuses on the part of the "native revenue servants, was that which was applied, with so much wisdom and success, to pre- "vent abuse among the European servants of the East India Company, and which certainly "was the foundation of that distinguished character which the civil service has since acquired, "namely, to interest them in the upright discharge of their duty, by placing them above "the temptation to betray their trust." Accordingly the allowance of head Sheristadars was increased, and they were paid according to length of service, the highest rate of allowance being 300 pagodas per mensem.† The Government generally agreed with the Board. In the letter dated 22nd March 1816, the Secretary wrote—"The Governor in Council is "strongly impressed with the persuasion that, the integrity "of the Sheristadar is the only effectual check on the "corruption of the native establishment; and is sensible "that the present allowances of an honest Sheristadar are very inadequate, either to the res- "possibility vested in him, or to the temptations by which he is assailed. The Governor in "Council, therefore, considers it to be a matter of policy with respect to all Sheristadars, and a "matter of justice with respect to such of them as are faithful to their trust, that the graduated "scale of allowances recommended by the Board should be adopted."

† Under 5 years' service as Sheristadar	Pagodas.		Pagodas.
From 5 to 10 years	60	to	75
From 10 to 15 years	70	to	100
From 15 to 20 years	80	to	125
Above 20 years	100	to	150
	125	to	200

5. The Sheristadars, and Naib Sheristadars, and Tahseeldars, are more than half of them Mahratta Brahmins. The following statement, taken from the Board's letter of the 22nd January 1855, shews the exact number:—

	Head Sheristadars.	Naib and Sub-Collectors' Sheristadars.	Tahseeldars.	Total.
Mahratta Brahmins	17	80	117	154
Other Brahmins	2	13	68	83
Other Hindoos	2	3	45	50
Native Christians	0	2	3	5
Mussulmans	0	0	13	13
East Indians	0	0	0	0
Total	21	98	246	305

It will be observed that there are but thirteen Mahomedans out of 305, and not one East Indian.

6. It now seems to be generally admitted that the system has failed. "The artful intrigues, "the corrupt compacts, the daring embezzlements, the hardly frauds and shameless perjuries" of 1816, have continued throughout the forty years which have since elapsed. It could not be otherwise. The system is rotten. The districts were enlarged in order to furnish justification for increase to the salaries of the European officers, and, in order to enable them to manage their unmanageable districts, these native assistants were appointed, with no tangible responsibility, and no opportunity of gaining distinction for themselves, the result of their labours being credited to their European superiors. They have, as a body, headed a combination to maintain abuses, and, speaking generally, have disappointed the trust reposed in them. By those most competent from experience and position to judge, the unlawful gains of the establishments, which it was intended these officers should control and check, are estimated to amount to no less than forty lacs* of Rupees per annum.

7. There are, nevertheless, several officers of high character and great experience, who would not dispense with these officers, whatever may be the relief afforded to the collectors by the appointment of uncovenanted executive officers. Mr. D. Eliott, speaking in the Legislative Council, on the 29th November 1856, said—"The Sheristadar is the Collector's special assistant, not only in the direct management of that portion of the district, generally at least "one half, which he retained under his own charge, but in overlooking the management of "those Talooks which were under the charge of Sub-Collectors and Assistants; not only in "making the annual settlement of his own Talooks, but in supervising and reviewing the settle- "ments made by the Sub-Collectors and the assistants in their respective Divisions, and "scrutinizing the results; and, in short, in disposing of all questions arising out of the settle- "ment—questions requiring the greatest experience and the ablest advice, to be decided with "propriety, and in a manner suited to the people concerned in them. The Sheristadars had, on "several occasions, been made to understand that they were responsible, not only to the Collec- "tor, but to the Government, and that they would not be acquitted of their responsibility merely "by pleading the orders of the Collector, when those orders were contrary to positive directions "from superior authority, unless they could show that they had remonstrated against them on "the ground of such directions; for which reason it was required that the Sheristadar should be "made acquainted with the orders received by the Collector from the Board of Revenue. He "deprecated the abolition of the office of Sheristadar. In his opinion, it was highly inexpedient "to deprive Collectors of the valuable aid of these servants; and he thought also that it was "contrary to good policy to take away the incentive to integrity and zeal which the hope of "attaining the high prize of an appointment to this office, with its liberal emoluments, held out "to native officers generally."

8. Sir Henry Montgomery entertains the same opinions. He writes—"I am unable to "concur in the Board's proposition for the respective abolition of the office of head Sheristadar. "There must be, in every office, a responsible officer of experience at the head of the native† "accountant department, whom the Collector can consult and look to for advice. This office is "the object of ambition to all native Revenue servants, and is generally conferred on men

* See Minutes of Consultation of the Madras Government, dated the 13th August 1855, paragraph II.

† There is a separate head accountant, on a high salary, in each office.

" of more than ordinary ability, of high character, long service and experience. It should be " borne in mind, that from sickness and other causes, the tenure of office by a Collector is " frequently of short duration, and it is obviously expedient that the frequent changes that " unavoidably occur in the head of the European agency, should be rendered as innocuous as " possible by the maintenance, in the district, of a native officer fully acquainted with its con- " dition, its history and inhabitants, and responsible, in some degree, for past management."

9. Mr. Walter Elliot concurs; he says—" It appears to me that the Board have strangely " overlooked, or misconceived, the nature of the relative duties of Sheristadars and Deputy Col- " lectors. The latter are intended to be administrative officers, holding separate charges, with a " view to relieve the Collector from all matter of detail, and to be employed exactly as the " covenanted assistants now are. The Sheristadar is a ministerial officer charged with the pre- " paration and custody of all the native accounts in every department, responsible not only for " their correctness in point of form, but for the accuracy of their details. He scrutinizes the " minutest items at every annual settlement, and is responsible that every entry represents a " genuine transaction. He is the depository of the fiscal history of the district, and is bound to " keep the Collector acquainted with every incident of its past and present condition, affecting " the measures which that officer may be engaged in carrying out. But he has no direct power " or authority. He cannot issue an order in his own name. He can only bring information " before the Collector that he may issue such directions as he sees fit. The Board appear to " characterize the office inaccurately when they say, that such officers possess great and undefined " powers, with little personal responsibility. Influence, no doubt, they must possess, but not " powers. I cannot see in what way the employment of uncovenanted assistants will supersede " the necessity of such an office. Their functions are wholly different and distinct. The one " cannot supply the absence of the other. The duties of each assistant's charge will doubtless, " be more satisfactorily performed (in proportion to the qualification of the individual) within his " own limited sphere, but the Collector must still exercise a general and effective superintendence " over the whole. The proceedings of all the subordinate officers, whether covenanted or unco- " venanted, must still be scrutinized, compared and checked, by means of their accounts in the " Sudder Kutchery. To check and digest these, to discover mistakes, reconcile inconsistencies, " and avoid false inferences, requires skill and ability far beyond the scope of an ordinary Gom- " ashta, a mere man of figures. Yet it is proposed to leave the Collector with no better aid."

10. All these writings, instead of bringing conviction to my mind of the necessity for continuing the office of Sheristadar on its present footing, confirm my opinion that this Sheristadaree management is the root of all the evils which beset the Madras revenue system. I believe it would be infinitely better to at once remove all the covenanted Collectors, and to have throughout the Presidency native Collectors only, to make the Sheristadars really responsible, and give them the pay, than to continue the existing system.

11. One would think, on reading these minutes, that the Collectors of the Madras Presidency were, for the most part, young men just arrived from England, instead of men whose average service in India is above twenty years! For what are they paid Rs. 28,000 per annum each, if they are to be bound, on all occasions, to consult their head Sheristadars? They ought to be able to act on their own opinions on all difficult questions. In all great matters they should exercise their independent judgment; and no little matters should come before them, all being disposed of by subordinates, with suitable powers and suitable remuneration.

12. Mr. D. Elliott would have the Sheristadar " the confidential adviser; in many respects, " the real administrator," or, as he would say, " the efficient agent of the Collector." Is there

any thing in the management of a Madras Collectorate so difficult to be comprehended by a European, or is there any thing so far beyond the difficulties experienced in Bengal, or the North West Provinces, or the Punjab, as not to be fathomed by the plumb of any capacity but that of a Mahratta Brahmin? Not a bit of it. It is not the quality of the work that is beyond the reach of the European officer, it is the quantity which oppresses and smothers him. Instead of having time to weigh and deliberately dispose of material subjects, he is continually bewildered by voluminous details poured in upon him from all quarters by those who know well, that to overwhelm the Collector with returns, is the best security for their gains. From all I have heard of the districts in the Madras Presidency, I believe the business to be, on the whole, easy. In Canara, Malabar, parts of Tanjore, and, perhaps, in some other quarters, tenures are peculiar, and require to be studied with considerable accuteness and patience. But in most parts, there is no one but the ryot cultivator, with a right of occupancy on payment of a fair rent. A European officer of average ability and habits of industry, of six years' residence in India, would seldom fail to make a satisfactory settlement, if not pressed to do too much; it is this pressure which makes things easy of accomplishment appear difficult. Mr. D. Eliott would not think that no Collector could manage a single Talook without leaning on his Sheristadar; it is the multiplication of Talooks, i. e. the quantity, which creates the difficulty. When that quantity shall be decreased by the employment of more officers, we shall hear no more of Madras difficulties, and the mysterious peculiarities of the Madras system.

13. Mr. Walter Elliot says he cannot see in what way the appointment of Deputy Collectors will supersede the necessity of the employment of such an officer as the head Sheristadar. This perplexity is not the fault of the Board. There is no strange non-observance or misconception, on their part, of the nature of the relative duties of Sheristadars and Deputy Collectors. On the contrary, they see, and perfectly understand, that when a Collector shall have no more to do than he can himself do well, there will be no need of a native " adviser," or a " native collector," or an " efficient agent." Apparently Mr. W. Elliot, whatever may be the ability possessed by, and the powers entrusted to the Deputy Collectors, would have all their proceedings systematically overhauled by the Sheristadar. He says the Sheristadar " scrutinizes the minutest items at every annual settlement, and is responsible that every entry represents a genuine transaction; the proceedings of " all the subordinate officers, whether covenanted or uncovenanted, must still be scrutinized." It certainly will not be necessary that settlements made by the uncovenanted officers should be scrutinized by the Sheristadar; they will be made under the general control and supervision of the Collector, and any scrutiny which he may consider called for will be made by himself. If it be considered indispensable to subject the accounts forwarded by subordinates to check in the chief office, they should be checked by an " ordinary Gomashta, a mere man of figures." His business will be merely to see that the figures are correct, not to meddle with the settlement. He may test the additions and subtractions, but it will be no business of his to enquire whether the settlement officer was right in ordering a rental to be reduced or increased. When Mr. Elliot says the Sheristadar now " scrutinizes the minutest items," he writes in the hyperbolical style which has occasioned so much misconception in Madras revenue matters. No one man could scrutinize the minutest items in 2,47,892 separate settlements; and it is the known impossibility of check by any trustworthy officer that makes the settlement virtually the work of the *Monegar* and *Kurnum*.

14. I have no hesitation in giving my cordial support to the proposal to abolish the office of head Sheristadar, not only for the sake of the saving, but because I believe the office to be mischievous. The statement submitted by the Board to Government shews twenty one Sheristadars, receiving Rs. 7715 per mensem. In all the districts except Canara, Bellary, Cuddapah, and Madura, I would allow the Sheristadar Rs. 175 per month. As I have proposed that those districts should be devided, Rs. 150 should suffice. There will be

17	Sheristadars at Rs.	175.....	2975
8	do at „	150.....	1200
		Rupees...	4175

The saving will be Rs. 3,540 per month, or per annum Rs. 42,480.

15. There are twenty Naib Sheristadars, receiving Rupees 3,305 per mensem. I would allot a salary of Rs. 80 per mensem to each of these officers. The aggregate will be Rs. 1,600; the saving will be Rs. 1705 per mensem, or per annum Rs. 20,460. There are fifteen Sheristadars of Sub-divisions, receiving Rs. 2,630 per mensem; a salary of Rs. 100 per mensem will suffice for them. The saving will be Rs. 1130 per mensem, or Rs. 13,800 per annum. There are four assistant Sheristadars, receiving from Rs. 80 to 180 per mensem; the aggregate is Rs. 510. If Rs. 75 per mensem be allotted to each of these officers, the aggregate will be Rupees 300, the saving Rupees 210 per mensem, or Rupees 2,520 per annum. The whole saving in the salary of Sheristadars, Naibs and assistants, will be per annum Rs. 79,260.

Present Scale.		Per mensem. Rs.		*Proposed Scale.*		Per mensem. Rs.
1 ...	700 0 0		Sheristadars.	17 at 175	2,975 0 0	
4 at 525...	2,100 0 0			8 at 150	1,200 0 0	
2 at 437-8	875 0 0					
1	400 0 0					
1	350 0 0					
11 at 280...	3,080 0 0					4,175 0 0
1	210 0 0					
21		7,715 0 0		25		
15 at 175...	2,625 0 0		Naib Sheristadars.	20 at 80	1,600 0 0	
4 at 140...	560 0 0					1,600 0 0
1	120 0 0					
20		3,305 0 0		20		
3 at 200...	600 0 0		Sheristadars of Sub-divisions.	15 at 100	1,500 0 0	
10 at 175...	1,750 0 0					1,500 0 0
1	160 0 0					
1	140 0 0					
15		2,630 0 0		15		
1	180 0 0		Asst. Sheristadars.	4 at 75	300 0 0	
1	150 0 0					300 0 0
1	100 0 0					
1	80 0 0					
4		510 0 0		4		
Total Rupees...		14,160 0 0	Total Rupees...		7,575 0 0	
Deduct Proposed Scale...		7,575 0 0				
Saving per Mensem...		6,605 0 0				
Per Annum Rupees...		79,260 0 0				

No. 102. *Minute by the Honorable WALTER ELLIOT.*

The Commissioner makes some remarks in this paper on the opinions offered by me regarding Head Serishtadars, which appear to call for a few observations from me.

Mr. Ricketts takes exception to the assertion that a Collector requires a ministerial officer of trust and ability at the head of his Cutcherry, charged with the responsibility of the vernacular accounts and records. He considers that if a Collector is relieved from the pressure of his present heavy duties, he will not require such an officer, that it is unnecessary for him to scrutinize minutely the proceedings of his Assistants, or as he terms it to have them "overhauled by the Serishtadar," that it will be sufficient for "an ordinary Gomashta to see that the figures are correct, and not to meddle with the settlement,"—"to test additions and subtractions, but not to enquire whether the Settlement officer was right in ordering a rental to be reduced or increased;" he ridicules the idea of scrutinizing the accounts of a ryotwari settlement at all, involving as he fancies it does, 247,872 separate accounts, "and it is the impossibility of check by any "trustworthy officer," he adds, "that makes the settlement virtually that of the Monegar and Curnum."

If a Ryotwar settlement were such as it is here represented, I should not have another word to say. I should feel bound to admit that Serishtadars were useless, and the attempt to secure an accurate settlement, by that, or any other means, an absurdity.

But it is because a Ryotwar settlement is not what the Commissioner supposes, nor a Serishtadar's duties such as he describes them, that I venture to reiterate my opinions.

From the language employed by Mr. Ricketts, and by others equally unacquainted with the tenures of Southern India, it seems to be thought that a Ryotwar settlement is an ill conceived impracticable mode of assessing the Land Tax, invented by Madras Revenue officers, and maintained in the face of reason and argument.

But nothing can be further from the fact.

An individual settlement with each tax payer has been the practice of Southern India from time immemorial. We found it on our acquisition of the country, and we continue it because we will not destroy the just rights of the people. Every ryot is the absolute proprietor of the land he occupies. He holds it by the tenure of paying the land-tax, and while he does so he cannot be disturbed. In most districts this tax is a fixed money demand, in others it is a given share of the produce determined on recognized and well understood principles. But in every case the ryot settles directly with the Sirkar, he is free from the intervention of any middleman.

As a general rule, the ryot holds the same lands from year to year. Frequently they will be found to have remained in the same family for generations.

But changes must and do take place from time to time. The circumstances of individuals require holdings to be enlarged, contracted, or relinquished altogether.

The adjustment of these constitutes the business of the annual settlement.

The Collector is further required at the same time to consider claims for remission, to scrutinize arrears, to examine encroachments, to settle conflicting claims for possession, to decide disputed boundaries, to guard against fraudulent omissions on the part of local officers, to protect the ryot from extra demands, &c.

But the accounts of the greater number of the ryots are not touched. It is only necessary

to see that the entries relating to them are the same as in the previous years, and that their receipts and puttahs have not been tampered with.

If we possessed an accurate register of the land, and if the assessment had been regulated and placed on a permanent basis, such duties as those above noticed would be simple and easy enough.

But the Revenue accounts, both of the area and the land tax, are those which have descended to us from the Native Governments which preceded us.

They are imperfect, and abound with errors. Measurements, originally roughly made, have become more and more inaccurately recorded through the carelessness or dishonesty of the village Accountants. Influential individuals, in the lapse of time, have contrived to evade their proper share of the public burthens, and to throw a larger portion on their poorer neighbour. In all countries the tax payer is prone to evade the public demand. When the village officer combines with the ryot for such a purpose, the local Revenue officers, often inadequately paid, are too ready to make common cause with them, and where the superintending authority is deficient in vigilance or energy, the consequences may be imagined.

The Revenue accounts are kept in the vernacular dialects. In some districts* two languages are in use. Until within the last two years they were written on small sheets of paper, either kept loose or pasted together forming a long roll,—or they were engraved on slips of palm leaf. Now, it is ordered that all public documents should be written on paper in printed forms, but still the village Accountants keep all subsidiary details according to the old practice.

*Ganjam.
North Arcot.
Bellary.
Salem.
Canara.

It is easy to see how favorable such a state of things must be for purposes of deception and concealment.

And it is against advantage being taken of such facilities that the Collector has to guard.

No European officer, however well versed in the Native languages, is competent to consult such vernacular accounts to good purpose. Even native linguists find difficulty in reading manuscript papers of districts to which they are strangers. When acting as Commissioner in the Guntoor Circar in 1845, where the records are kept in Telugu, my temporary office was composed of Native Revenue officers from Cuddapah where the same dialect prevails, and although several were men of great intelligence, they experienced considerable trouble in deciphering the peculiar style of writing practised in that part of the country.

The services of an officer of the status and character of a Head Sheristadar have always been considered necessary to enable Collectors to cope successfully with the description of duties above noted. So essential did Sir Thomas Munro consider the scrutiny of Native Revenue accounts by able Native Accountants to be, that one of the earliest acts of his Government was the addition of a native Cutcherry to the Board of Revenue under the ablest Head Serishtadar available to the Mofussil, to check the accounts received from Collectors.

Of one thing I am very sure, that unless such accounts are examined with the aid of such an agency, they will not be tested at all.

At present every Collector is expected to subject the settlements of his Assistants to such a test and to make the settlement of one of their talooks and of one of his Sub-Collectors every year, with a view of carrying out his scrutiny more effectively.

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It will not be asserted that such supervision would be less necessary in the case of Uncovenanted Deputy Collectors.

I have already said that the difficulties which beset a Collector at present would in a great degree be removed by a survey and revision of the assessment.

Representations of the necessity of such a work have been incessant, ever since I entered the service and long before.

But the measure has only now been authorized and it will take 20 years to complete it.

But even when settlements have been reduced to such simplicity and order as to obviate, in a great measure, the necessity for the careful supervision to which they are now subjected, there will still be reason for maintaining an officer of similar rank and responsibility at the head of the Collector's office.

I know of no office of the same importance at the head of which there is not a highly paid ministerial officer, and such an arrangement must be even more indispensable in one where the duties are of so miscellaneous and often desultory a nature, as those of a Collector's Cutcherry.

Having attempted to explain why the appointments of Deputy Collectors will not supersede the necessity of maintaining the office of Sheristadars, it only remains to add a few words on "the hyperbolical style" which appears to have mystified the Commissioner in my former Minute.

I have already shown how a Sheristadar "scrutinizes the minutest details" without requiring to go into the particulars of 2,47,872 separate accounts. This responsibility was imposed by the orders of Government and has long been efficiently and usefully exercised, not only over the Revenue accounts, but over those of the treasury and all other departments.

But the Commissioner, desirous of making out as strong a case as possible against "the root of all the evils which beset the Madras Revenue system," has raised up an imaginary mountain of labor under which to overwhelm him. He rates his duties at the annual adjustment of a quarter of a million of individual settlements annually.

From a Return of the number of Ryotwar puttahs issued in Fusly 1258, which I happen to have by me, I find the average for each district to be 59,056 or including joint leases 66,277.

Of these perhaps not a fiftieth part comes under special review at any one annual settlement.

Such a task is not beyond the powers of one man of average industry whether he be Collector or Sherishtadar, even were he required to conclude the whole number himself, without the aid of his Assistants to whom several talooks are always assigned.

But in no one district can I discover so large a number of settlements as those given by Mr. Ricketts.

The largest number in any one district in Fusly 1258 was 1,43,667 (South Arcot) of which 10,187 were joint puttahs. In another District (Coimbatore) they amounted to 1,43,129 of which 55,848 were joint leases. In the last year of which I can find Returns, Fusly 1263, the highest number is 1,85,371, which occur in Malabar where the tenures are all fixed and where hardly any settlement is needed. The next highest number is in South Arcot, where they have risen to 1,63,469 owing to the impulse given to cultivation by recent reductions of assessment. Of these 12,442 are joint leases. In Coimbatore there are 1,51,744 of which 62,364 are joint.

(Signed) WALTER ELLIOT.

24th December 1857.

No. 103. ORDER THEREON No. 1354 E; dated 24th December 1857.

The Commissioner has devoted a separate chapter (recorded above) in his report to the Sheristadars employed under the Collectors in this Presidency. As was the case in the other subjects discussed by Mr. Ricketts, this matter has also lately received the attentive consideration of this Government, and their opinions upon it have been already recorded at length; these opinions will be briefly recapitulated below, but the Government will first notice in order the remarks offered by the Commissioner.

2. The Chapter opens with a long quotation from a Report made by the Board of Revenue to Government on the 22nd of January 1855, in which, with reference to a proposal to introduce Uncovenanted Agency, and to place the Sheristadar's office on a new footing, they entered at some length into the position now filled by those officers in a Collector's Cutcherry, and recommended that, on the introduction of the new class of Deputy Collectors, for sanction for whose appointment application had been made to the Government of India, the Head Sheristadars should be vested with powers and responsibilities, corresponding with their ostensible position, namely that of office Manager and Head Native Accountant, that their salaries should be eventually reduced, and that the office of Naib and Assistant Sheristadars should be at once abolished.

3. The Commissioner shews the position which the Government in 1851 considered should be held by Sheristadars, with the fullest access to the accounts and records in every branch of the Collector's office, with responsibility attached to them in every department, and with the duty incumbent on them to lay before their superior, in writing, any information they might obtain of malpractices wherever existing. Mr. Ricketts shews that in 1816, the pay of these officers was raised, the Board of Revenue and the Government having agreed with Colonel Munro that "the only effectual remedy for the prevalent abuses on the part of the Native servants, was that which was applied with so much wisdom and success to prevent abuse "among the European servants of the East India Company, and which certainly was the "foundation of that distinguished character which the Civil Service has since acquired, namely, "to interest them in the upright discharge of their duty, by placing them above the temptation "to betray their trust."

4. The Commissioner affirms that it is "generally admitted that the system has failed," he says that "it could not be otherwise," and "that the system is rotten;" immediately afterwards however he quotes from a speech

23d November 1856.

delivered in the Legislative Council by Mr. Daniel Elliott, in which, on many accounts, he "deprecates the abolition of the office of Sheristadars," and from Minutes recorded by Sir Henry Moutgomery and Mr. Walter Elliot, in which both argue warmly in favor of their retention. The practical experience of these authorities in the Revenue business in this Presidency, ranges over from thirty-three to forty

Para. 10.

years, but the arguments used in favor of retaining the Sheristadar's office by Mr. Danial Elliott, and Mr. Walter Elliott, and by Sir Henry Montgomery, have no other effect on the Commissioner's mind, than to confirm him in the opinion that the office is the "the root of all the evils which beset the Madras "Revenue system," and he believes that, rather than retain the office, it would be better to remove all the Covenanted Collectors, and to appoint the Sheristadars to be Collectors, on the full pay now given to their European superiors.

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5. The Commissioner's final proposition is that all the present Sheristadars should be retained, and that five should be added for the five new Collectorates

Para. 15.

he proposes to create, but that their pay should be reduced to sums ranging from 80 to 175 Rupees a month, from the present rates of from 80 to 700 Rupees

6. The Government are not prepared to deny that there may be various faults in the present system, but it appears to Government to be quite certain that the Collectors must and will have some Native servant in their office to whom, on many points, they may look for information that would not reach them from any other quarter. It is idle for a European to suppose that he can, of himself, without aid, counsel, or assistance, learn all that is thought, and felt, and all that is going on, and contemplated, among the hundreds of thousands of Hindoos by whom his District is peopled. We live among the people, but are not of them, our habits, feelings, thoughts, pursuits, and interests, are all separate and distinct, and it is, in the opinion of Government, unquestionable, that an English Gentleman, placed at the head of a Province, unprovided with any confidential servant from whom he might seek information, and with whom he might advise, and thrown wholly on his own resources, would be very ignorant of the real state of his District. Late events appear to the Government, to shew this clearly; throughout Bengal and the North West Provinces, Rebellion and Military mutiny had been in organization for months, without the officers of the Government, Civil or Military, having suspicion of the fact; the matter was known to thousands and hundreds of thousands of Hindoos and Mussulmans, but not a rumour or a whisper reached the ears of authority, and now even, when rebellion and mutiny have run the course which was commenced six months ago, nothing authentic is known of their origin or cause, and all is still surmise.

7. But be this as it may, the Government repeat that the Collectors will and must have some confidential servant on whom they will, more or less, rely for information and advice; it may be one of the Uncovenanted Deputy Collectors, or the office Manager, the position which it

Extract Minutes Consultation, 12th May 1851.

is proposed that the Sheristadar shall henceforward fill, but in this latter case, the sole change effected will be in name, and in the substitution of a low paid irresponsible servant, for a highly paid official, feeling that, by a special declaration of Government, a heavy responsibility rests upon him.

8. The Government are doubtful how far it would be politic to make a change in name and in salary only, when duties remain unchanged; if hereafter, when the Uncovenanted aid they have so urgently pressed for has been granted, and the new officials shall have become acquainted with their duties, and reforms in the administration have simplified the Colector's work, they should find that the Naib and Assistant Sheristadars may be abolished, they will at once adopt the measure; but in the face of the recorded opinions of the officers who have served the longest have attained to the highest positions in the Presidency, and have had the largest experience in Revenue adminstration, they are not prepared at once to adopt a change, which in the paper now before them is supported only by the Commissioner's assertion, that his opinion in favor of the abolition of Sheristadars is confirmed by hearing the arguments in favor of their retention.

9. In addressing the Government of India on the 13th of Angust 1855, on the subject of the Uncovenanted aid required in the Provinces of this Presidency, allusion was made to certain proposals of the Board of Revenue for the eventual change in the position to be filled by Hea

Sheristadars on the appointment of Deputy Collectors. In these views the Government generally coincided, but were not prepared to advocate immediate action upon them. The Government then said that "under the "new arrangements contemplated, by which the Collector will be "relieved of much of the detail work now laid on him, and be furnished with other competent "Assistants qualified to exercise independent and responsible authority, the necessity out of "which the present position and functions of the Head Sheristadars arose, will in a great "measure cease. Eventually the change proposed by the Board may probably be introduced "with advantage; but the Government are not of opinion that it would be expedient to take "any steps for bringing it about immediately, or till the new class of servants shall have become "used to their duties, and their value shall have been proved. Indeed, the very creation of the "new class of appointments will tend materially to bring that change gradually into operation; "for periodical augmentation of salary will in great measure cease, as Sheristadars are promoted "to the post of Assistant or Deputy Collector, and the very existence of able officers in these "classes will diminish the dependence of the Collector on his Head Sheristadar."

Para. 16.

"The Board also propose to abolish at once the appointments of Naib Sheristadar and Sub-"Collector's Sheristadars; but the Government are opinion that this change also should "be introduced only after the lapse of time, and when the new Deputy and Assistant Collectors "have become somewhat habituated to their duties. These changes, when made, will effect "some reduction of establishments, though not immediately; and adverting to the statement "above in the beginning of para. 12, that no part of the cost of the new class of officers can be "met by reductions, the Governor in Council would observe that the saving to be accomplished "by any alterations affecting the Sheristadars, ought to be applied, in his opinion, to increasing "the salaries of the Tahsildars who are now sadly underpaid, and who, in their low salaries, "combined with the travelling and other expenses necessary to the performance of their duties, "find a plea which under the low moral tone of the public among whom they move, excuses or "even justifies the irregular practices in which they notoriously indulge."

10. From what he says in the 10th, 11th and 12th, paragraphs of this Chapter, it would appear that the Commissioner believes that the Sheristadars are in office chiefly to direct the Collectors, in fact to hold them in leading strings, but this view of the subject will not be found consistent with fact. Although a Collector may at times have need to ask the opinion of an old, able, and experienced native servant of the State, what he mainly wants is, not advice but information, information on which he can rely as coming from an experienced, intelligent, and responsible source. Living among a foreign people, a Collector under the most favorable circumstance must be much in the dark without a trustworthy informant who mingles with the people, knows their wishes and opinions, and the character of the leading inhabitants and native servants. To ensure true information on these points, the informant must be a well educated and well paid man, whose own interests are mixed up with the tranquility, contentment, and prosperity of the district, and whose position and expectations place him above temptation. The position may be herea ter filled by one of the Uncovenanted Assistants, but their number, for general purposes, will then be diminished; until however the highest class of this description of officer shall have been sanctioned, and their efficiency proved by experience, this Government cannot but consider that it would be most impolitic to reduce the emolument and the position of the only well paid office in the Revenue Department open to native officials in the Madras Presidency.

(Signed) H. FORBES,

Acting Secretary to Government.

Revenue 1857 Dept

Pro: of Govt for Dec^r

No 1354 C

Pro of the Madras Govt

of 24 Dec 1857

No. 83 @ 103

No. 104. Read the following :—

SURVEY AND SETTLEMENT, MADRAS, No. 9.

The Survey now in progress in the Madras Presidency is still called the experimental Survey. The Civil Auditor shews the establishments to be as entered in the margin. They were authorized for two years from the 31st October 1854, and, pending further measurers, the Government have directed that they should be continued in employ, and paid out of the balance on the aggregate sanctioned, which accrued in consequence of the establishment not having been entertained for some time at its full strength.

South Arcot and Trichinopoly.	Rs.	A.	P.
1 Superintendent in addition to Military pay and allowance of his rank	500	..	..
Travelling allowance	75	..	..
2 ditto. ditto. at Rs. 200 each.	400	..	..
Travelling allowance at Rs. 75 each	150	..	..
1 Head Surveyor	70	..	..
Travelling allowance	10	..	..
2 do. Surveyors or Artificers at Rupees 70 each	140	..	..
Travelling allowance at Rs. 10 each	20	..	..
6 Deputy do. at Rs. 30 each	180	..	..
Travelling allowance at Rs. 5 each	30	..	..
15 1st class Survey Ameens at Rupees 26 each	390	..	..
Travelling allowance at Rs. 3 each.	45	..	..
15 2d class do. at Rs. 17-8 each	262	8	..
Travelling allowance at Rs. 3 each.	45	..	..
4 Goomastahs at Rs 10 each	40	..	..
30 Ameens Goomastahs at Rupees 10 each	300	..	..
Travelling allowance at R 2-8 each	75	..	..
3 Writers at Rupees 25 each	75	..	..
1 do	12	..	..
2 Draftsmen on Rs. 30 each.	60	..	..
3 Computers " 20 "	60	..	..
3 Duffadars " 7 "	21	..	..
24 Measurers " 5 "	120	..	..
102 2d class do. " 4 "	408	..	..
3 Peons at " 7 "	21	..	..
15 do. " 5 "	75	..	..
1 Ticca Terundar or head classifier	50	..	..
4 Terundars or classifiers on Rupees 17-8 each	70	..	..
Rupees..	3,704	8	..

Canara.	Rs.	A.	P.
1 Surveyor	200	..	..
1 1st Assistant do	50	..	..
2 2d class do. at Rupees 35 each	70	..	..
3 3d do. do. do. 25 each	75	..	..
12 Lascars at Rs 6 each	72	..	..
Rupees..	467	..	..

Guntoor.			
1 Survey Ameen or Superintendent of the Survey class	25	..	..
1 Assistant do	12	..	..
8 Pupil at Rupees 6 each	48	..	..
10 Chain holders at Rupees 3 each	30	..	..
Rupees..	115	..	..

Rajahmundry.			
1 Surveyor	15	..	..
1 do.	10	..	..
10 Pupils on Rs. 5 each	50	..	..
6 Peons on Rs. 3 each	18	..	..
Rupees..	93	..	..

Abstract.

	Rs.	A.	P.
South Arcot and Trichinopoly	3,704	8	0
Canara	467	0	0
Guntoor	115	0	0
Rajahmundry	93	0	0
Rupees..	4,379	8	0

2. In August 1855, the Government of Madras brought forward a matured plan for the survey and settlement of the whole of the territory under the Madras Government. It was submitted to the Supreme Government with the letter dated 22nd September 1855, and to the Court of Directors with the letter dated 11th October 1855. No answer having been received from the Supreme Government, on the 22nd August 1856, the Madras Government urged an early sanction to the measures proposed. By the orders of the Supreme Government, dated the 16th October 1856, and of the Court dated the 17th December 1856, the commencement of operations has been sanctioned. I am informed by the Secretary's letter dated the 30th March 1857, that no establishment has as yet been appointed, but that the Government propose very shortly to apply to the Government of India for sanction to entertain the establishment which has been generally approved by the Honorable Court.

3. The Madras Government propose to have separate agencies for survey, and for settlement. For the survey, the establishment proposed is ;

	Rs.
1 Surveyor General, ...	1,000
Establishment, ...	600
4 Deputy Surveyors at Rupees 625, ...	2,500
Establishments, ...	10,900
	15,000
	12
Total yearly...	1,80,000

4. For the settlement, it is proposed to have a Superintendent with the salary of a Member of the Board of Revenue, and 4 Deputy Superintendents, each with a salary of Rs. 1,000 per mensem. The Court of Directors recommend that, before settling the salaries, the Bombay Government, as well as the Government of India, should be consulted. The Supreme Government intimate that a report has been called for from Major Thuillier, the Deputy Surveyor General of India, whose great experience in survey operations of every kind, and thorough knowledge of the subject, will render his observations eminently useful to those who may be entrusted with the execution of the work.

5. The Surveyor General will not have sufficient occupation in the mere superintendence of the four Deputy Surveyors. Major Thuillier, the Deputy Surveyor General in Bengal, not only superintends the Bengal survey, but surveys in the Punjab, in the North West Provinces, Saugor, &c., are under his general control. It appears to me that the Surveyor General, besides superintending the four Deputies, might himself undertake the direction of a survey party. By this means he would have sufficient employ, and there would be the necessary control over the others. In consideration of his controlling duties, the party might be of reduced strength, and he might be employed in the survey of the Chingleput district, immediately round Madras, in order that he might be available for consultation with the authorities when wanted. There are many advantages in the controlling officer being also employed in details on the first commencement of operations of this description. He thus himself becomes practically acquainted with all the details of the work he has to superintend. He more thoroughly understands difficulties brought to his notice by his subordinates, and his instructions are sure to be practical, and to the point. Eventually, should the number of survey parties be increased, it may be desirable to relieve the Surveyor General from the charge of a party, and leave him the general direction and control only.

6. The Staff salary of the Revenue Surveyor General, and Deputy Surveyor General of India, is Rs. 750 per mensem. Major Thuillier, besides the general superintendence of all the Revenue surveys in Bengal, the North West Provinces, and the Punjab, has charge of the Surveyor General's Department, and conducts the correspondence with the officers of the Great Trigonometrical survey, and various other officials in the three Presidencies, relating to the general geography of India. He superintends the drawing branch of the office, and the compiling branch of the Great Trigonometrical Survey of India; such are the duties of the officer whose staff salary is Rs. 750 per mensem. I have long considered Major Thuillier the most underpaid officer under the Government of India. Whenever any thing out of the common routine requiring energy and ability is wanted, application is made to the Deputy Surveyor General; whether it be lithography, or post office stamps, or the manufacture of mathematical instruments, or road making, or road watering, the assistance of Major Thuillier is sought for, and one would think that he had the power of stretching days to any length required. The surveys of Lahore and of Arracan are sufficiently revised, lithography is improved till it can almost vie with English work; native workmen turn out survey compasses by the thousand as well suited to the purpose as the most finished and expensive instruments from London.

7. The staff salary received by the Deputy Surveyor General in Bengal is so manifestly inadequate, I shall not take it as my guide. In Bombay, the surveyors, (there called Superintendents of Survey,) receive a staff salary of Rs. 1,000 per mensem divided as follows:—

As Superintendent	...Rupees 600
As Assistant Collector	" 100
District travelling allowance	" 300
	Rupees...1,000

also a tentage allowance of Rs. 75 per mensem.

8. The staff allowance of Rs. 1,000 per mensem proposed by the Madras Government for the officer who shall have the direction of the operations, especially if, as proposed by me, he should also have the conduct of the survey party, appears very reasonable. It may conveniently be divided into staff allowance Rs. 775, and travelling allowance at Rs. 7-8-0 per diem, or Rupees 225 per mensem throughout the year. It is necessary to declare what portion of the pay is to be considered travelling allowance, in order that, in case of leave of absence, there may be no difficulty in determining what the *locum tenens* is to receive.

9. The salary proposed for the four Surveyors is Rupees 625 per mensem each. In Bengal each Surveyor receives a staff salary of Rupees 526 per mensem, and Rupees 200 per mensem to meet contingent expenses. May be, sometimes, there is an inconsiderable saving on this allowance, but it cannot be regarded as part of the income of the office. This contingent allowance of Rs. 100 for a single, and Rs. 200 per mensem for a full or double party, was fixed after much inquiry in 1833.* It has been represented to me that a second grade of Revenue Surveyors in Bengal is very desirable. The existing scale has existed since 1828, and some officers have worked on through a service of 20 years without any improvement in emoluments, or position. Under such a system, it is astonishing how so much good work has been done. I believe it may be almost entirely attributed to the *esprit de cops* engendered by the energy, and the all pervading influence of the head of the Department. The system should be changed, and prospects of promotion and increase of pay presented to the industrious. The officers in the department in Bengal complain that while a travelling allowance is given to officers in other departments, they who pass so much of their time in camp are denied the privilege. Both tentage and travelling allowance are given at Bombay.

10. I would have two classes of Surveyors at Madras, two on a staff † salary of Rupees 650 per mensem, and two on a staff salary of Rupees 800 per mensem, with a tentage allowance of Rupees 75 per mensem each.

† *Exclusive of Mily. pay.*

11. It is proposed by the Madras Government (Minutes of Consultation 14th August 1855, para. 37) to give the Assistants Rupees 200 per mensem each. In Bengal, Assistant Surveyors receive a staff salary of Rupees 250 per mensem. In Bombay there are three classes receiving Rupees 250 per mensem, Rupees 375 per mensem, and Rupees 500 per mensem; Rupees 250 on first promotion to the grade, Rs. 375 when placed in charge of a Native Establishment, Rs. 500 after two years' actual service in the department as Assistant. If the Assistants are Uncovenanted officers, they receive, in addition, batta at the rate of Rs. 3 per diem while employed in the Districts for any period not exceeding 8 months in any one year, which may be regarded as an additional Rupees 60 per mensem throughout the year.

12. The Bengal standard of Rupees 250 per mensem, and the Madras proposal of Rupees 200 per mensem without any prospect of promotion, appear mistaken. The Bombay standard appears higher than is necessary. It certainly is good to have two or three grades in order that promotion may be within sight of all deserving it. I should think three grades of Rupees 200 per mensem, Rupees 250 per mensem, and Rupees 300 per mensem, with Rupees 50 per mensem tent allowance, would suffice. I would divide the number employed between the three grades, and not hamper the controlling officers with any rules respecting promotion to the superior grades, but trust to their discretion. Recommendation would rest with

* This allowance is expected to cover all the under mentioned charges.

First.—The carriage of all the Government instruments, camp equipage for Head Quarters as well as Assistant Officers, and survey implements, consisting of signals, &c., during about 7 months in the year, and constant moving in the progress of the survey.

Second.—The repair of tents and the common instruments, such as chains, &c., providing tent pegs, bags, axes, hatchets, flags, and flagstaves, hammers and chains, pins, country paper for office use, ink, color saucers, tin boxes for maps, record boxes and other articles required in a large office with draftsmen.

Third.—Office rent in the station, tables, chairs and stools, and all incidental expenses of what kind soever.

the surveyor, conformation with the surveyor General. In Bengal there are eight Assistants in four survey parties. In Bombay there are 25 Assistants in four survey parties; but including native surveyors, there are more subordinates in Bengal than in Bombay. In the four parties in Bengal, 20 Assistants† and subordinate Assistants draw on an average Rupees 204 per mensem. In Bombay 48 Assistants‡ draw on an average Rs. 229-2-8, per mensem. The Madras Government proposed to have only two Assistants for each party. It is but economy to have a very limited number of Assistants.

† *Called Assistants and Sub-Assistants of the 1st, 2d, 3d, and 4th classes.*

‡ *Called Assistants, Supernumerary Assistants, Sub-Assistants, and Supernumerary Sub-Assistants.*

There should be as many as a surveyor can control with efficiency, for the larger the number of subordinates, the more work there will be done in a given time, and the cheaper the rate will be. I recommend the employment of four Assistants in each party. To each Assistant in each grade I would give Rupees 50 per mensem for office, tents, and carriage. These allowances are all to be exclusive of Military pay in the case of Military officers. When Uncovenanted officers may be employed as Assistant Surveyors, they should receive an additional Rupees 50 per mensem, making the Assistant's allowance for Uncovenanted officers Rupees 230, 333, and 450 per mensem, or Rupees 3,600, 5,600 & 4,200 per annum. Supposing four of the Assistants to be in the 1st class, four in the 2nd, and eight in the Junior class, the expense will be (if all Uncovenanted officers) Rupees 5,800 per mensem, or Rupees 64,800 per annum, including allowance for office, tent, and carriage.

13. In Bengal there are 12 Sub-Assistants drawing salaries of Rupees 75, 100, 125, 150, 175 and 200, that is, there are 6 different scales of pay for 12 persons. This is too many. It is good, as I have said, to promote emulation by shewing promotion always within reach; but it is wrong to encourage, and constant looking for change, to have too many different rates of remuneration, such a limited number of persons. These rates, Rupees 100, 130, and 200, would be sufficient. In Bombay there are 14 subordinate officers under the Assistants (exclusive of 2 supernumerary Assistants who receive Rupees 100 per mensem each,) viz. 3 Sub-Assistants at Rupees 200 per mensem each; 6 Sub-Assistants at Rupees 180 per mensem each, and 5 Supernumerary Sub-Assistants, one receiving Rupees 180 per mensem and 4 receiving Rupees 50 per mensem. The rule now is that a Sub-Assistant is to receive for the first two years after appointment to the grade Rupees 150 per mensem, and a tentage allowance of Rupees 75 per mensem, and batta while in the district at the rate of Rupees 1-8 per diem for any period not exceeding eight months in each year. After two years actual service in the department as Sub-Assistant, he is to receive Rupees 200 per mensem, and 75 per mensem tentage, and batta as above at Rupees 1-8 per diem. I would adopt these rates of Rupees 80, 120, and 150 per mensem, and have four Sub-Assistants in each survey, and leave it to the controlling officer to promote according to desert, with a Proviso that there should be no more than 4 in the first grade, 4 in the second grade, and 8 in the 3d grade, each with a tentage allowance of Rupees 50 per mensem. The expense will be Rupees 2,800 per mensem, or Rupees 33,240 per annum.

14. The Madras plan proposes to attach to each party 9 Surveyors and Deputy Surveyors at a monthly cost of Rupees 200, or Rupees 15-5-4 each, and 30 Survey Ameens at a monthly expense of Rupees 562-8-0, or Rupees 18-12-0 each, and 30 Ameen Goomastahs at a monthly expense of Rupees 300, or Rupees 10 each. In Bengal, with each party from 30 to 50 Native Surveyors are employed, at salaries varying from Rupees 8 to Rupees 50 each. In the Bombay survey no Native Surveyors are employed. I have no means of knowing how far the Natives of Madras are qualified to undertake these duties. If fit persons are to be found, in every point of view their employment is desirable.

	A.		Rs.	A.	P.
Apprentices	1		60		
	5	at 8	40		
Scholars	6	at 7	42		
	1		6		
Expectants	8	at 8	64		
	3	at 6	18		
English Writers	1		30		
	1		25		
Draftsmen	1		75		
	1		25		
Native Doctors	2	at 25	50		
	2	at 20	40		
Mutsuddies	1		50		
	1		40		
	1		33		
	2	at 30	60		
	2	at 25	50		
	1		24		
	1		22		
	6	at 20	120		
	1		17		
	2	at 15	30		
	2	at 13	26		
	2	at 10	20		
	1		8		
	1		6		
	1		5		
	1		4		
Calculators	1		16		
	4	at 15	60		
Triangulators	2	at 12	24		
	3	at 15	45		
	5	at 10	50		
	2	at 8	16		
Mohurrers	4	at 6	24		
Tindals	1		9		
	1		8		
	6	at 7	42		
	17	at 6	102		
	2	at 5-8	11		
	21	at 5	105		
Mate Tindals	16	at 4-8	72		
Duftory	1		5		
Measurers	641	at 5,4-8,4&3-8	2,552	8	
Jemadars	1		10		
	1		6		
Duffadars	2	at 6	12		
Burkundauzes	2	at 5	10		
	45	at 4	180		
Khalasies	44	at 4	176		
	121	at 3-8	423	8	
Peons	13	at 3	39		
Total	1014	Rupees.	4,988		

15. I am unable to express an opinion as to the number of measurers, computers, peons, &c., that may be required for each party. In Bengal the salaries for the subordinates attached to the four parties are as shewn in the margin *A*. The average for each party is Rupees 1,247. In Bombay the subordinates of each party cost on an average Rupees 3,074-5-9 per mensem as shewn in the margin *B*. Also it will be observed that the expense of the Bombay establishments greatly exceeds the expense of the establishment in Bengal, but the Bengal survey is not a field survey made for the purpose of settlement, and consequently much less detail is necessary.

	B.	Rs.	A.	P.
1	Ahmednugger	702	12	11
2	Poona and Tannah	4,366	5	7
3	Southern Mahratta Country	3,376	13	11
4	Goozerat	4,328	3	6
5	Kandeish	3,631	13	3
6	Ratnagherry	2,039	15	9
	Total Rupees.	18,446	2	11

16. I believe efficiency and economy would both be greatly advanced if all details were arranged by a Committee composed of an officer from Bengal, an officer from Bombay, and the officer now at the head of the Madras survey establishment. Not only would suitable establishments be adopted for Madras, but in all probability improvements in the establishments in Bengal and Bombay would result from such a conference. At this time of the year when operations are coming to a close for the season, the officers might meet without any inconvenience. In the 37th para. of the Minutes of Consultation dated the 14th August 1855, the Government say that as respects the proper number of Deputy Surveyors, the strength and the salaries of the establishments, they would wish to be guided in a great degree by the experience of the surveys in Upper India, but it is almost impossible to frame establishments suitable to new operations if merely guided by Statements of the Establishments which have been found suitable in other operations. It is only by such a comparison of circumstances as can be made at a conference of practical officers that mistakes can be avoided.

17. The expense of such a party as I have sketched would be as follows:—

			Rs.
1 Survey of the 1st class,			800
Tentage,			75
			875
1 Assistant Surveyor,		350	
1 Do. do.		300	
2 Do. do. at 250,		500	
		1,150	
Tentage for 4 at 50,		200	
			1,350
1 Sub-Assistant,		150	
1. Do.		120	
2 Do. at 80,		160	
		430	
Tentage for 4 at 50,		200	
			630
8 Native Assistants) at say 40 Rs.,			320
Establishments say,			2,000
		Rupees	5,175

The party under the conduct of the Surveyor General might be one-half the strength of a full party.

For Assistant Surveyors say,		575	
Tentage,		100	
			675
Sub-Assistants say,		215	
Tentage,		100	
			315
Native Assistants say,			160
Establishments say,			1,000
	Rupees		2,150

18. If a full party surveyed in the year 1,000 square miles, the expense would be Rupees 61 per square mile. In Bengal the survey without any field measurements costs about Rupees 47 per square mile. A cost of Rupees 61 per square mile for a scientific survey, including a field measurement, would, I think, be moderate.

19. The Government of Madras, considering it desirable that the assessment and settlement should be under the management of an officer of experience, and that frequent changes in the office should be provided against, suggested that the salary of the Superintendent should be not less than the salary of a Member of the Board of Revenue, and intimated, that if the addition of a fourth Member to the Board of Revenue should be authorized, it would be practicable to nominate one of the Members to the exclusive duty of superintending the settlement, relieving him from other duties. Although in other parts extensive surveys have been carried on without the employment of a separate Superintendent, and, although the office of Controller of surveys, which I some years ago, induced the Bengal Government to establish, was afterwards dispensed with, I earnestly support the proposal to place the operation under the control of one officer. It is possible that the general control of the survey operations, and the intimate control of the classification and settlement, would hardly have provided sufficient employment for a separate officer without the addition of the superintendence of investigations connected with enams, and other rent free holdings, but with that addition it will be a laborious office. It is true that in other parts such operations have been conducted, and are conducted now under the directions of

the ordinary Commissioners of Revenue, and that the superintendence of survey and settlement operations is regarded in those provinces as much a part of his ordinary duty as the collection of the revenue, but survey and settlement have been familiar to most of the officers of those provinces for many years. In the Madras Presidency, on the contrary, both are new, and if the introduction of the work is not entrusted to one person of unquestionable competence, assuredly there will be inconsistency of proceedings, misunderstandings, embarrassments, loss of time, and much unnecessary outlay.

20. I recommend that a Commissioner for settlements and adjustment of enams should be appointed on the same salary as other Commissioners of Revenue, Rupees 32,000 per annum, with a travelling allowance of Rupees 15 per diem for say 4 months in the year, instead of Rupees 10 allowed to other officers of his rank, in consideration of the great distances he will have to travel and the efficient establishment he will have to keep up. In common with other Commissioners, I would place this officer under the general control of the Chief Commissioner or Superintendent of revenues.

21. It is proposed that the salaries of the four Deputy Superintendents should be about Rupees 1,000. In Bengal there have been two classes of Superintendents, one with a salary of Rupees 1,500, the other with a salary of Rupees 1,000. In Bombay, there is but one settlement officer (in Goozerat). His salary is at present Rupees 1,700, and Rupees 300 travelling allowance. In other parts of Bombay the work of classification and assessment is performed by the surveyor. The same person surveys, classes, and assesses. The Government of Madras is opposed to this system, remarking with much justice that "these operations require peculiar aptitude, as well as constant attention; and it would neither be safe to take the Collector, for the "time being, of each District, without reference to his personal qualities, nor would it be "possible, with all his other engrossing avocations, that the Collector could give sufficient time "to this extra work. On the other hand, it does not appear expedient to the Governor in Council "to invest the officer conducting the survey with the management of the assessment also; the "qualities required for the two duties are very different, and, whatever individual exceptions "there may have been, it does not appear by any means consequential that an officer well qualified for the former, should have any fitness for the latter. The delicate and complicated operations "of the assessment, not less than those of the survey, require special preparation and training; as "well as natural ability; and it is not often that this previous training in both capacities will be "found in the same individual." When officers qualified for both duties cannot be found, the employment of separate officers for the survey and settlement is the only alternative. But there are so many advantages in having both operations under the control of one officer, and the details of measurement, valuation, and classification in the same hands, that the impossibility of finding persons qualified for both duties should not be readily admitted. In Bengal, after long experience, all details are placed in the hands of the Civil officer. If this is necessary where there is no settlement to be made, where the chief business of the Civil officer is to lay down the boundaries of estates correctly, and to give every proprietor his own, it must be very much more necessary in the Madras territory, where every field is to be classed and assessed. When separate officers are employed for survey and settlement, I believe it would be desirable to place the detailed field measurements in the hands of the settlement officer. If the field measurement is in the hands of one person, and the classification in the hands of another, there must constantly be mistakes as to the size, number, and allotment of fields. The classifiers who must necessarily be an inferior class of officers, will mistake one field for another, and consequently record the classification incorrectly, and assign fields to the wrong owners.

22. As there will be no promotion for the settlement officers in the department, and as it will be desirable to keep officers in the department as long as possible, instead of paying all at the same rate, I would have two classes, one class with a salary of Rupees 10,800 per annum, (one hundred Rupees per mensem more than a 1st class Assistant) and the other with a salary of Rupees 1,200 per mensem, or Rupees 14,400 per annum. This arrangement will give the department, if Covenanted officers are employed, the best of the Assistant class, and they will not leave it except for promotion to a Collectorship.

23. Under the Superintendents of settlement, it will be necessary to have Uncovenanted Assistants with the position and emoluments of Deputy Collectors, and under them again, head

Amuns, and Amuns. On an average the revenue of each person who pays direct to the Madras Government is Rupees 17-0-5, and each person holds on an average about four acres* of land. The land held by each person, must be separately examined, classed and assessed. Supposing a survey party to survey in the year 1,000 square miles or 6,40,000 acres, there will probably be 1,60,000 holdings to be classed and assessed by the settlement officer in order to keep up with the survey. If one officer can classify and settle 12 or 14 holdings in a day, about 40 persons working 300 days in the year would complete the 1,60,000 holdings. It would not be safe, I think, to reckon on the work being performed by less than 60 persons.

* The cultivation is 75,21,086 *marcies*; a *cawnie* is 1¼ *acres*. *With Tiruppatoor admitted, into the calculation, the average is about 5 acres. The holdings actually average about 4 acres in the Ryotwarree Districts.*

28. The question is, by what class of officers shall this work be performed, primarily the work must, I think, be done by superior persons, of the Kurnum class, I have proposed a salary of Rupees 60 per measem, which I imagine will procure the services of the best of this class; their work will be closely superintended by the head Ameens, and generally, by the Deputy Collector and Superintendent.

29. For the distant classification, assessment, and settlement, it will be necessary, I should say, to place under each Superintendent the undermentioned establishment.

			Rs.
2	Deputy Collectors at Rs. 250 each		500
4	Head Ameens at	40 „	160
40	Ameens at	20 „	800
	Establishment for each Deputy Collector at 100 Rs.		200
	Establishment for 4 Head Ameens at	5 „	20
16	Peons for 4 Head Ameens at	5 „	80
80	Peons for 40 Ameens at		400
	Ministerial establishment for Superintendents		50
	Contingencies		12
		Rupees	2,200
		Or per annum	31,080

30. When experience shall have been gained, and qualified persons be procurable, I believe this establishment might under a very efficient officer be doubled.

Should this establishment be able to assess and settle 1,600 square miles in a year, the expense of settlement including the salary of the Superintendent, would be about Rs. 44 per square mile.

27. Should the detailed field measurement be placed under a settlement officer, it will be necessary to give him the assistance of several Native surveyors. The work will be less accurate perhaps, but sufficiently accurate for all practical purposes and much less costly. There is no advantage to be gained by a very accurate field survey; that is great accuracy in geographical position and shape, ascertainment of the area with sufficient accuracy to prevent any wrongful imposition on the Ryot, or, any considerable loss to the Government, will suffice. In other parts of India what are called *khurrah* measurements by Native Ameens with chain and compass, checked as to the total area of villages or talooks by the scientific survey, have been found sufficient, and I see no reason why they should not suffice in the Madras territory.

28. If the detailed field measurement, as well as the classification and assessment, be executed under the superintendency of the Superintendents, the surveyors will have only their legitimate geographical and topographical work, and the boundaries of Districts, talooks and villages, and will not require so many Assistants as will be necessary if detailed field measurements are made a part of their duty.

29. The establishment above detailed would not complete the survey and settlement of the whole Presidency in less than 30 years, but the part of which a detailed measurement will be necessary, does not exceed thirty millions of acres, or 46,875 square miles, the survey and settlement of which, at the rate above estimated, would not occupy a little more than 11½ years, and would cost about Rupees 19,21,875, being at the rate of Rupees 103 per square mile, or Rupees 61 per square mile for survey, and Rupees 44 per square mile for settlement. To this must be added the salary of the Commissioner of settlements and his establishment say for 11½ years, and

the salary of the Surveyor General, should he not be employed in conducting a party, amounting together to Rupees 57,24,575. In round numbers the expense may be stated at 60 lacs of Rupees.

30. The following is a full detail of the proposed arrangements :

For Survey.

		Rs.	A.	P.	Rs.	A.	P.
1	Surveyor General	775	0	0			
	Travelling allowance	225	0	0	1,000	0	0
2	Surveyors at 800	1,600	0	0			
2	Do. at 650	1,300	0	0			
	Tentage for 4 at 75	300	0	0	3,200	0	0
4	Assistants at 350	1,400	0	0			
4	Do. at 300	1,200	0	0			
8	Do. at 250	2,000	0	0			
	Tentage for 16 at 50	800	0	0	5,400	0	0
4	Sub-Assistants at 150	600	0	0			
4	Do. at 120	480	0	0			
8	Do. at 80	640	0	0			
	Tentage for 16 at 50	800	0	0	2,520	0	0
32	Native Assistants at say 40				1,280	0	0
	Establishment, say				8,000	0	0
					21,400	0	0
Add.							
	Half party for Surveyor General				2,150	0	0
					23,550	0	0

For Settlement.

		Rs.	A.	P.				
1	Commissioner	2,666	10	8				
	Travelling allowance	150	0	0				
	Establishment, say	2,000	0	0	4,816	10	8	
2	Superintendents at 1,200	2,400	0	0				
2	Do. at 900.	1,800	0	0				
	Establishment for 4 at 400	1,600	0	0				
	Contingencies for 4 at 50.	200	0	0	6,000	0	0	
8	Deputy Collectors at 250	2,000	0	0				
	Establishment for 8 at 100	800	0	0	2,800	0	0	
16	Head Ameens at 40	640	0	0				
64	Peons at 5	320	0	0	960	0	0	
160	Ameens at 20	3,200	0	0				
320	Peons at 5	1,600	0	0	4,800	0	0	
					19,376	10	8	
				Total Rupees	42,926	10	8	

Deduct.

Cost of existing Survey and settlement Establishment	4,379	8	0
Net increase per month Rupees	38,547	2	8
Or per annum Rupees	4,62,566	0	0

(Signed) HENRY RICKETTS,
Commr. for the Revision of Civil Salaries &c.

(A True Copy.)

(Signed) H. FORBES,
Acting Secretary to Government.

No. 105. Read the following:—

INAM COMMISSION, MADRAS. No. 10.

As the only establishment engaged in Inam inquiries under the Madars Government, at the present time, is a small establishment in Cuddapah, costing Rs. 65 per mensem, it seems scarcely necessary for me to take up this department. But as it appears from a copy of extract from the minutes of consultation, dated the 19th January 1857, that the Madras Government has recommended the employment of a Commissioner for Inam inquiries, on a salary of Rupees 2,500 per mensem, and deputy Commissioners on a salary of Rs. 1.200 per mensem each, it seems desirable that I should record my opinion of the necessity for employing a separate agency for these operations, and the suitableness of the salaries proposed.

It is the intention of the Government to carry on an investigation of Inam titles simultaneously with the survey. But, from paragraph 15 of the minutes of consultation, it appears to be intended that operations should be undertaken in the Bellary and Cuddapah districts at once, without waiting for the survey, which may not reach those districts for years. I would earnestly recommend abandonment of this intention. Without a survey, the proceedings would be incomplete and inconclusive, and such a course would give quite a different character to the undertaking. Carried on simultaneously with the survey, the Inam inquiries will be a necessary part of a general adjustment of interests and titles, which though disagreeable to a few, will be of immense advantage to the many; especially as it is intended to fix the assessment on very moderate terms for a long course of years; whereas if resumption proceedings are undertaken in Bellary and Cuddapah, independent of the survey, assuredly they will occasion all the bitterness and disaffection to which they have given rise in other parts; and with some reason, for the Inamdars in these districts would be subjected to double vexations. Though partial surveys might be necessary on prosecution of the resumption inquiries, the owners of the Inams would again have to attend and point out their boundaries, and shew their right to possession, when the general survey reached them. Some may say, but little inconvenience could be suffered on the occasion of the second visitation; a party would merely have to shew that the land he held had been subjected to inquiry, and his right would be recognized; but still, his land must be surveyed, and its exact position, contents and boundaries all ascertained. Those who are acquainted with native habits and feelings, will understand how distasteful this double inquisition would be.

Though paragraph 39 of the minutes of consultation proposes the appointment of deputy Commissioners for the investigation and adjudication of Inam titles, paragraph 15 provides that where the investigations may be conducted simultaneously with the survey, the Superintendent of the survey shall be a Commissioner under the Act. I would recommend that the Commissioner for the survey and settlement should be the Commissioner for the superintendence of the prosecution of the Inam investigations, and that the superintendents under him should themselves, or by means of subordinate officers duly authorized, have the immediate conduct of the inquiries.

The Government of Madras have reccommended the appointment of an officer, with the salary of a member of the Board of Revenue, for the general direction of the survey and settlement work. If the operations of survey and settlement, and Inam investigation, are to be carried on simultaneously, it certainly is desirable, with a view both to economy and efficient superintendency, that one person should have the general control of the whole, and not that there should be one controller of the survey and settlement, on the salary of a member of the Board of Revenue, and another controller of the Inam investigations, on a salary of Rupees 30,000 per annum.

I have proposed that a Commissioner, with a salary of Rupees 32,000 per annum, and a travelling allowance of Rupees 15 per day when absent from head quarters on duty, should have the superintendence of the survey and settlement; and to this officer I would also entrust the general direction of the Inam inquiries. It is not my intention that he should have the trial of any cases, either original, or in appeal, [but he will revise certain cases decided by the superintendents against the Government, as hereafter provided.] He will have the superintendence of the operations, see that they are carried on systematically, and, according to the rules that may be laid down, watch results, and bring forward, from time to time, such measures for forwarding the work as experience may shew to be needful.

The immediate conduct of the inquiries I would place in the hands of the superintendents of settlement, when the survey and settlement shall be in different hands. When one person may have both survey and settlement, he should also conduct the Inam inquiries. It will be necessary, in either case, to appoint officers to hold the investigations under the directions of the Superintendent, without divesting the superintendent of authority to hold the investigation himself whenever, for any cause, he may consider such a course desirable. At first, it may be well to commence with one Deputy Collector only under each superintendent for the trial of these cases. When cases have been made over to this officer, whether they be individual cases, or all the cases in a talook or other defined tract of country, the Superintendent should have no more jurisdiction in such cases; but appeals from the decision of the Deputy Collector should lie to the authority vested with power to hear appeals. After a time, when the system shall be understood, two or even three, Deputy Collectors might be placed under a Superintendent, for the conduct of these duties.

Very carefully prepared rules of practice will be necessary for the guidance of the surveyors, and the settlement officer and his subordinate Deputy Collectors. It appears that in several districts there are no lists or any authentic records of the Inam holdings. The preparation of lists must, under such circumstances, devolve on the surveyor. When in the course of his survey, he comes across a field held under Inam tenure, he must call on the possessor to name the other fields, if any, wherever they may be, held under the same tenure with the field found; and such other fields should be immediately entered in village lists prepared for the purpose. Should the field found be the only field held under the tenure, it may be at once reported to the Superintendent for investigation; but should there be other fields held under the same tenture, it is desirable that the tenture should not be reported till such other fields have been taken up by the survey, in order that the whole tenture may at once come under investigation. But, should such other fields be at a distance, in other talooks besides the talook under survey, then it is questionable whether investigation should be postponed till the survey shall have reached such other fields, or not. The solution of this question must depend on local and other circumstances. I allude to the subject here because it is necessary there should be an officer or officers, under the surveyor, especially appointed to this duty of listing Inams.

The Superintendents and their subordinate Deputy Collectors having initiated and decided the cases primarily, the next want will be a suitable court of revision, to which either the Government, or the Inamdar, dissatisfied with the first award, may appeal. Regulation XXXI of 1802, contains no provision for appeal from the orders of Collectors. Mr. Stokes, in the 11th paragraph of his draft act, provides that an appeal shall lie from the decision of the Commissioner to the Board of Revenue, within thirty days from its delivery. The provision appears objectionable on two grounds; it is not desirable that the executive should pass final orders in such cases, and it is quite impossible that the Board should have time to dispose of them. The Bombay law, XI of 1852, provides that appeals shall be heard by the Governor in Council. This is still more objectionable. I have recommended that, in Bombay, separate tribunals should be provided for disposing of such appeals; and I recommend that separate tribunals be provided in Madras, before which the Government, or the Inamdars, dissatisfied with the primary award, should carry their appeal. In every point of view this appears a desirable measure. The Judge for Inams will be as independent as any Judge holding office at the pleasure of the executive Government, can be. The Government, in the Legislative department, have the power of enacting rules by which decisions in Inam cases shall be governed; it can have no wish to interfere with the adjudication of cases under those rules. At first, appeal might be allowed to the Judge of the district in which the survey was proceeding; and as soon as ever appeals multiplied, I would appoint a separate Judge to dispose of them, and allow his decision to be final, unless the amount at issue be such as to make the case appealable to the Privy Council.

Parties dissatisfied would appeal to this court in the form that may be prescribed. It remains to be provided how the cases in which the Government may be dissatisfied, should be brought before the court. In Bengal, when inquiries of this kind were undertaken, all small tenures under ten* begahs in extent, were relinquished without inquiry. The Bombay Go-

*A fraction less than three acres, or between two and three cawnies.

vernment do not advocate this course; and the Madras Government are of opinion that "there "seems no reason to give up these lands in perpetuity, a measure which would not only be an "unwise sacrifice of the rights of Government, but also an injustice to other holders of Inam, "and to the general payers of revenue." The best information procurable makes the number of these small Inams 114,403, embracing 98,603 cawnies (equal to 131,470 acres,) the net revenue of which is estimated at Rupees 5,70,219; being an average about one and one seventh acres of land, and nearly five rupees of revenue per Inam. At twenty years' purchase, each tenure may be worth, at the outside, Rupees 100. If the system of assessment at half rates, which has been approved in other parts, were adopted, each Inam would be worth about Rupees 50. But Rupees five for one and one seventh acres, or nearly six rupees per cawny, I believe to be a very exaggerated estimate of the alienated revenue. I find from the Board's report for the year 1853-54, that the average rental of the whole Presidency, is a fraction more than Rs. 3† per cawny.* Rent-free lands almost always pay less revenue than other lands of a like description. Taking the average of the whole country at full rates, each tenure will pay about $2\frac{1}{2}$ rupees, and be worth, at twenty years' purchase, Rs. 50, if assessed at half rates, Rs. 25. Whether it is worth the while of the Government to prosecute 114,403 cases for an average revenue of $2\frac{1}{2}$ rupees at full rates, or $1\frac{1}{4}$ rupees at half rates each, is not for me to decide; but I feel quite certain that it cannot be worth the while of the Government to carry such cases to an appellate court. If it be determined to prosecute such cases, I would strongly advise that the first decision be acquiesced in, and no appeal preferred. For Bombay, I have proposed that no decision should be appealed by the Government, unless the amount at stake exceed Rs. 25 annual revenue. I would follow the same course in Madras.

I have proposed for Bombay that the Revenue Commissioner vested with the control and direction of Inam inquiries, should revise the decisions against the Government when the revenue of the lands exceeded Rupees 25; and that, if he disapproved, he should direct resumption, leaving the Inamdar to appeal to the Judge of Inams. But, on reconsideration, I am of opinion it would be fairer to give the party the full benefit of the decision in his favor, and to follow the plan pursued in Bengal. The Commissioner, if dissatisfied with the award, directed appeal to be preferred to the Judge of Inams (there called the special Commissioner.)

But in Madras, the cases will be so numerous that the Commissioner will have no time to revise all the decisions which may be passed against the Government. I would leave it to the Superintendent of settlements to dispose finally of the question of appeal in all cases decided against the Government by his subordinate Deputy Collectors, in which the yearly revenue did not exceed Rupees 500. Cases decided by the Superintendent himself against the Government, must be revised by the Commissioner, who, if dissatisfied, will direct appeal to the Judge for Inams.

To recapitulate, the system would be this:—The Surveyor to report to the Superintendent of settlement all Inams found in survey. The Superintendent, as the rule, to make over the cases for trial to his subordinate Deputy Collectors, reserving for himself only peculiar cases. The subordinates' decrees, in all cases not exceeding Rupees 25 annual revenue, if against the Government, to be final. Cases above Rupees 25, and not exceeding Rupees 500 per annum, if against the Government, to be reviewed by the superintendent, and, if he sees good cause, he is to appeal them to the Judge for Inams, if he sees no cause for appeal, his decision to be final. Cases above Rupees 500 per annum, decided against the Government by Deputy Collectors, and cases decided against the Government by the Superintendent himself, to be reviewed by the Commissioner, who, if dissatisfied, will direct appeal to the Judge for Inams. Parties in all cases dicided against them and in favor of the Government, whether for more or less than Rupees 25, to have an appeal to the Judge for Inams. This system would be, in every respect, fair. It would be inexpensive, and it would be in conformity with the orders of the Court I have so often quoted. Instead of the Governor in Council, or the Board of Revenue being occupied in the hearing of appeals, duly constituted tribunals, suitably paid and suitably trusted, would decide all the Inam cases.

It is not easy to frame an estimate of the expense of such operations. At first, I would not employ more than one Deputy Collector under each Superintendent of settlement, exclusively for conducting Inam inquiries; but, probably, after a time, each Superintendent may be able to

† 7,531,263 cawnies pay 2,58,07,265 rupees.

control three Deputy Collectors. At first, the appeals may be so few that the existing civil authorities may be able to dispose of them. When the machinery shall be in full work, there may be appeals sufficient to employ two Judges for Inams. I would recommend application being made for five listers to attend the surveyors, to make lists of Inams found on survey in order to inquiry into titles, twenty Rupees per mensem each should suffice for these officers; five Deputy Collectors at Rs. 250 per mensem each, and Rupees 100 per mensem each for establishment, to hold investigations into Inam holdings under the control of the Superintendents of settlements; one Judge of Inams at Rupees 2,083-5-4, per mensem, or Rupees 25,000 per annum, to try appeals in Inam cases.

The total immediate expense would be Rupees			52,000	per annum—
1 Judge for Inams	Rs.	2,083 5 4		
Establishment	,,	400 0 0		
			2,483	5 4
5 Deputy Collectors at 250 ...	,,	1,250 0 0		
Establishments at 100 ...	,,	500 0 0		
			1,750	0 0
5 Listers at 20	...		100	0 0
Total per mensem...	Rupees		4,333	5 4
				12
Or per annum...	Rupees...		52,000	0 0

and permission should be obtained to double or treble the number of listers and Deputy Collectors as soon as they could be profitably employed. The larger the number of subordinates employed, the cheaper the operations will be, provided the number be not more than can be efficiently controlled.

No. 106. ORDER THEREON, No. 1354 F; dated 24th December 1857.

1. In the papers above recorded the Commissioner has favored Government with his views on the proposed survey and re-assessment of this Presidency, and has furnished lists of the Establishment which he considers necessary. The subject has been under discussion in this Presidency for many years, and has only very lately been arranged; the Honorable Court and the Government of India have cordially agreed with the views expressed by the Government, and in the plans they have proposed, and it seems to the Governor in Council to be premature to be suggesting changes, before the officers appointed have yet settled to their work. His Lordship in Council therefore does not propose at present to review this part of the Commissioner's Report, but at the same time he desires to record his acknowledgments for the interest which the Commissioner has taken in the matter, and will give his opinion full consideration during the conduct of operations.

2. As regards the question of an Enam Commission, to which also the Commissioner refers, the Government observe that at present they are not in possession of the views of the Honorable Court to whom the matter has been referred, and they cannot conveniently discuss the question raised by Mr. Ricketts, pending the receipt of the Honorable Court's orders.

3. With this subject the Government observe that they have disposed of all the reports on the Revenue Department furnished by Mr. Ricketts. As already explained in the Extracts from the Minutes of Consultation on the several subjects referred to them, the Government have been unable to agree with the Commissioners propositions. They have not seen the force of the arguments on which they are based, and are under the impression that great evil would result from their adoption. It appears to Government that the Commissioner's views are too much in favor of novelty; all is change; from the Board of Revenue to the Assistant Sheristadar, no single office is to remain as it is, all are to be reconstituted, even district boundaries are to be reformed, and in a country where the whole current of thought and feeling is guided by custom, were *stare perantiquas vias* is the universal motto, it is proposed to sweep away at a blast every thing which the people hold in traditional reverence and respect, and the guiding principle apparently is that, whatever is, is wrong.

4. The Government would not be inclined to adopt these sweeping measures of alteration even if they came supported by an experience of the system it was proposed to abolish; they are still less willing to do so when they reflect, and have, in the papers before them, such evidence,

Commissioner

that the Commissioner is treating of matters with which he is practically unacquainted; a few weeks spent in Madras, and some months spent on the Neilgherry Hills, do not, in the opinion of this Government constitute a claim to be heard as an undoubted authority on the whole matter of the Revenue administration of the Presidency, do not warrant confident assertions regarding the details of a Ryotwar settlement, nor justify an unceremonious negation of the recorded opinions of those, who have spent their lives in acquiring the experience on which those opinions were based.

5. The Government find it difficult to admit, and recent events and the present aspect of affairs in both Presidencies tend only to strengthen the difficulty, that the system with which the Commissioner is practically unacquainted is all perfect, and that with which he is unacquainted is all evil, that the whole of the Revenue authorities of Madras, from Sir Thomas Munro downwards, with varied, lengthened, and practical experience, should have misapprehended facts which have appeared in their true light only to one who has never held a Revenue charge in the Presidency, who has never visited a Collector's Cutcherry, and whose whole experience has been gained in a school and under a system, which has nothing in common with the system administered here.

6. In the proposals he has submitted, the Government consider that the Commissioner has not made allowance for the country in which they are to be carried out. Public men in India fill positions very different from those filled by public men in England, here they are not merely office men, but Governors and Rulers, and the same arguments, only in a limited degree, apply to them, as apply to the ostensible head of the Government in every country in the world. If the representatives of Government in the Provinces of India, wielding authority over millions, are to be left in a position which will result in their being looked to by those they are supposed to rule, as merely office men, guards and palaces, and State and pageantry may every where be swept away, and all outward show and appearance, may be among the things that are past.

7. This was apparently not the view taken of India by the late Governor General, he did not esteem contempt for the outward manifestations of authority, he did most deeply in India, impress the multitude with pageants and show, which in all countries, and of all most deeply in India, impress the multitude with awareness, and he was too well acquainted with mankind to think it politic to purchase economy in the public expenditure, at the cost of strength and power.

8. The Asiatic judges, not by our ideas, but by his own; a refined admiration of simplicity is to him a thing unknown, outward show and appearance is what he looks to, he respects only those who can maintain them, and he obeys only those he can respect. This may not be suited to European ideas, but is not on that account to be despised; we cannot place an Englishman to rule a million and half of Asiatics, and tell him to ignore all their national ideas, and act as if they were Anglo Saxons, India is not to be the only country in the world where circumstances are to be left wholly out of consideration, where expediency is to have no place in the mind of the Governors, and were the tradition of ages, and the habits of thought of centuries, are all to be set aside in naught. The Government are satisfied that it will tend most seriously to reduce authority any further to reduce the salaries of the European Officers of Government; they believe that the measure, if carried out, will in a few years be found to have been a most ruinous economy, and that the question is one which involves far higher consideration than the saving of a few thousand Rupees; we cannot govern kingdoms by the rule of three; before he decides a matter, the statesman must view it in all its different aspects, and there are, in the Government of India, many considerations which, at times, make expense, in the end a true economy.

9. But not only do the Government consider the Commissioner's proposals impolitic, but they believe them also to be needless, the few thousand Rupees which their adoption would add to the treasury are as nothing to the hundreds of thousands which a development of the resources of India would bring to the coffers of the State, a survey of Rajahmundry, when the matter was first pressed, would, in one year, have made up all that the Commissioner's reductions will save the State in ten, and a wise investment of money in remunerative Public Works, would very soon place the Government of India above all necessity to purchase present plenty at the cost of future want.

(Signed) H. FORBES,
Acting Secretary to Government.

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Revenue Department

No. 1354.

Extract from the Proceedings of Consultation
Under date the 24th December 1857

Read the following report
from the Commr for the revision of Civil Salaries
and Establishments

(Have entered a copy on the subject
Survey & Enam Commission)

SURVEY AND ENAM COMMISSION.

99. The Commissioner has favored Government with his views on the proposed survey and reassessment of this Presidency, and has furnished lists of the Establishment which he considers necessary. The subject has been under discussion in this Presidency for many years, and has only very lately been arranged; the Honorable Court and the Government of India have cordially agreed with the views expressed by the Government, and in the plans they have proposed, and it seems to the Governor in Council to be premature to be suggesting changes, before the officers appointed have yet settled to their work. His Lordship in Council therefore does not propose at present to review this part of the Commissioner's Report, but at the same time he desires to record his acknowledgments for the interest which the Commissioner has taken in the matter, and will give his opinion full consideration during the conduct of operations.

100. As regards the question of an Enam Commission, to which also the Commissioner refers, the Government observe that at present they are not in possession of the views of the Honorable Court to whom the matter has been referred, and they cannot conveniently discuss the question raised by Mr. Ricketts, pending the receipt of the Honorable Court's orders.

3 With this subject the Govt observe that they have disposed of all the reports on the Revenue department submitted during the year by Mr Ricketts. They will make record some observations having reference to that gentlemans opinions and conclusions on all the subjects generally. The Govt have been enabled as already explained in the several Extracts from the Minutes of Consultation on the several subjects referred to them the Govt have been unable to agree with the with the Comrs propositions. They

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CONCLUDING OBSERVATIONS.

~~95. The Government have now completed their review of the Commissioner's Report; they have been unable to agree with his propositions, they~~ have not seen the force of the arguments on which they are based, and are under the impression that great evil would result from their adoption. It appears to Government that the Commissioner's views are too much in favor of novelty; all is change; from the Board of Revenue to the Assistant Sheristadar, no single office is to remain as it is, all are to be reconstituted, even district boundaries are to be reformed, and in a country where the whole current of thought and feeling is guided by custom, where *stare per antiquas vias* is the universal motto, it is proposed to sweep away at a blast every thing which the people hold in traditional reverence and respect, and the guiding principle apparently is that, whatever is, is wrong.

4 ~~96~~. The Government would not be inclined to adopt these sweeping measures of alteration even if they came supported by an experience of the system it was proposed to abolish; they are still less willing to do so when they reflect, and have, in the papers before them, such evidence, that the Commissioner is treating of matters with which he is practically unacquainted; a few weeks spent in Madras, and some months spent on the Neilgherry Hills, do not, in the opinion of this Government constitute a claim to be heard as an undoubted authority on the whole matter of the Revenue administration of the Presidency, do not warrant confident assertions regarding the details of a Ryotwar settlement, nor justify an unceremonious negation of the recorded opinions of those, who have spent their lives in acquiring the experience on which those opinions were based.

5 ~~97~~. The Government find it difficult to admit, and recent events and the present aspect of affairs in both Presidencies tend only to strengthen the difficulty, that the system with which the Commissioner is practically acquainted is all perfect, and that with which he is unacquainted is all evil, that the whole of the Revenue authorities of Madras, from Sir Thomas Munro downwards, with varied, lengthened, and practical experience, should have misapprehended facts which have appeared in their true light only to one who has never held a Revenue charge in the Presidency, who has never visited a Collector's Cutcherry, and whose whole experience has been gained in a school and under a system, which has nothing in common with the system administered here.

6 ~~98~~. In the proposals he has submitted, the Government consider that the Commissioner has not made allowances for the country in which they are to be carried out. Public men in India fill positions very different from those filled by Public men in England, here they are not merely office men, but Governors and Rulers, and the same arguments, only in a limited degree, apply to them, as apply to the ostensible head of the Government in every country in the world. If the representatives of Government in the Provinces of India, wielding authority over millions, are to be left in a position which will result in their being looked to by those they are supposed to rule, as merely office men, guards and palaces, and state and pageantry may every where be swept away, and all outward shew and appearance, may be among the things that are past.

7 ~~99~~. This was apparently not the view taken of India by the late Governor General, he did not evince contempt for the outward manifestations of authority, he did not dispense with the parade and shew, which in all countries, and of all most deeply in India, impress the multitude with reverence, and he was too well acquainted with mankind to think it politic to purchase economy in the public expenditure, at the cost of strength and power.

8 ~~100~~. The Asiatic judges, not by our ideas, but by his own; a refined admiration of simplicity is to him a thing unknown, outward shew and appearance is what he looks to, he respects only those who can maintain them, and he obeys only those he can respect. This may not be suited to European ideas, but is not on that account to be despised; we cannot place an Englishman to rule a million and half of Asiatics, and tell him to ignore all their national ideas, and act as if they were Anglo Saxons, India is not to be the only country in the world where circumstances are to be left wholly out of consideration, where expediency is to have no place in the mind of the Governors, and where the tradition of ages, and the habits of thought of centuries, are all to be set aside as naught. The Government are satisfied that it will tend most seriously to reduce authority, any further to reduce the salaries of the European officers of Government; they believe that the measure, if carried out, will in a few years be found to have been a most ruinous economy, and that the question is one which involves far higher consideration than the saving of a few thousand Rupees; we cannot govern kingdoms by the rule of three; before he decides a

matter, the statesman must ~~view it~~ in all its different aspects, and there are, in the government of men, many considerations which, at times, make expense, in the end a true economy.

9 ~~10th~~ But not only do the Government consider the Commissioner's proposals impolitic, but they believe them also to be needless, the few thousand Rupees which their adoption would add to the treasury are as nothing to the hundreds of thousands which a developement of the resources of India would bring to the coffers of the State, a survey of Rajahmundry, when the matter was first pressed, would, in one year, have made up all that the Commissioner's reductions will save the State in ten, and a wise investment of money in remunerative Public Works, would very soon place the Government of India above all necessity to purchase present plenty at the cost of future want.

41 Copies to Sir Roberts Dis.ª 26 Jan.ª

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No 1353

Extract from the Minutes of Consultation

Under date the 9th December 1857.

Read again letter from the Commissioner for the revision of Civil Salaries and Establishments dated 10th September and recorded in Dy to 1856: 21st October 1856.

Read also the following Minutes.

Minute by the Right Honorable the President.

(Here enter 2d November 1857.)

Minute by His Excellency the Commander-in-Chief.

(Here enter Do)

Minute by the Honorable Mr Walter Elliot.

(Here enter Do December 1857)

Minute by the Honorable Mr W. A. Morehead.

(Here enter Do Do)

Ord. In the above letter the Commissioner

commissioner for the revision of Civil Salaries and Establishments addressed the Government upon three subjects, viz. the pay to be allotted to Military men when performing Civil duties, 2dly the pay to be given, and the offices to be thrown open, to the uncovenanted Service, and 3dly the Salaries of the Collector and Deputy Collector of Sea customs. On the last subject a reply was sent to the Commissioner on the 26th of January 1857, and the first and second subjects the Govt propose now to take into consideration.

2 And first of the general question of employing Military men in Civil office, and of the Salaries to be allotted to them. It has been customary in

51

India to employ a large number of Military Officers in the Civil Department. The practice arose from necessity, on new Kingdoms and Provinces coming under our rule, the management of which the Covenanted Service was too limited to undertake; but what was first an exception, has latterly become a rule, and in all the non-regulation Provinces, and newly acquired districts, the employment of Military men has become a regular and organized System.

3 The policy of the measure, as a general System to be followed under ordinary circumstances, appears to the Government to be very questionable indeed; in cases of necessity, recourse must be had to the best means available,

and

and it no doubt has happened that the pressure for men to fill Civil offices has been at times so great, that the employment of Military Officers has been unavoidable; and there have been instances in which distinguished Military men have shewn talents under circumstances so peculiarly adapted to civil duties, that the good of the public service has required that they should be employed: as a general rule however, this Government cannot approve of the practice, and they consider that it would be objectionable to reduce it to a systematic one, such as would be done, if, as the Commissioner proposes, a definite number of civil offices were allotted to Military men

p: 16.

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men, and authoritively set apart to be filled by them only.

It appears to Government to be in opposition to all rule, system, and experience, to attempt to make the Army the School for Civil Employment, & that it would almost certainly result in obtaining imperfect civilians and discontented Soldiers. The injury that has been sustained by the army in consequence of the employment of a large number of Officers away from their regiments on Staff duties is now generally admitted, and very little reflection will serve to shew that the effects, on both Officers and men, from the continuance of such a system, must be most prejudicial

prejudicial. The Government therefore considers it desirable that a rule should be laid down, and adhered to as far as possible, that Civilians should be employed to perform civil duties, and Military men confined to those properly appertaining to the army. By the establishment of such a rule, and by taking measures for keeping up the full complement of each division, to the extent required to meet the demands likely to be made upon it, the employment of Officers of the army in civil duties will be of rare occurrence, and confined only to such exceptional cases as the emergencies of the service may from time to time create, when, it

it appears to the Right Honorable the Governor in Council, that their remuneration may be left to the determination of Government for the time being, according to the special circumstances of each particular case.

5 The Government consider this plan of remunerating Military Officers according to the special considerations which may have called for their services in the civil branch, far better than that proposed in Mr. Ricketts letter, of assimilating the salaries of Civil and Military Officers when employed on the like civil duties. Not indeed do the Government see how Mr. Ricketts draws the conclusion that Military Men and Civilians should receive similar salaries, as according to his own admission, the

P. 11. 12. 13.

Military

Military would thus have an advantage conferred on them, seeing that, ~~the Commissioned~~ honors and distinctions are open to them which are denied to the Civil Service, and this of itself implies the necessity of a difference in remuneration. It appears to the Government that the employment of Regimental Officers on Civil duties should only be a temporary arrangement to meet emergencies, when it is impossible to find the requisite agency else where; and they have no hesitation in saying, that persons engaged in such temporary employment, cannot claim equal remuneration with those whose permanent profession it is. The reasons for this are obvious; such temporary occupants are liable to be withdrawn at any moment by the exigencies of the service to which they properly belong, to assume where

60

where other rewards and distinctions are open to them, ~~as contrasted by Mr. Dix letter~~; they come unprepared to the performance of civil duties which are ~~altogether~~ foreign to them; and their experience is gained only to be thrown away, when promotion or active service calls them to the army perhaps never to return to the former field of labor.

6 The second portion of Mr. Dix's report enters upon a discussion of the Salaries to be allowed to Commanded Officers. This is a subject of serious importance, beset with difficulties, and one on which the Government would wish to have avoided discussion at the present

time

time ... more return
ually as it is submitted by the
Commissioners, that Government
may be for a time a stand
letter.

fo. 20.

In this matter
there are two distinct questions
to be solved;

1st The distribution of employ-
ment and the amount of
emolument to be allotted to the
Uncovenanted Service strictly
as such.

2d whether any, and what
opportunities should be afford-
ed to the Officers of that Service
for obtaining Offices equal
in duties, position, and emol-
uments to the highest in the
Covenanted Service.

With respect to the
first question the ~~opinion~~
Government is inclined to think that
the uncovenanted branch of the
Service

Service has heretofore been req
ed at this Presidency as a m
of obtaining a valuable dese
tion of agency for the performa
of routine duties, beyond the ca
city of the Ordinary class of b
and yet needlessly occupying
time of the heads of departmen
and that as education advance
and improvement followed, me
sures have from time to time
taken to extend the prospects
the Uncovenanted Service by call
their services into requisition in
higher fields of labor. The Go
vernment are of opinion tha
considering the general qualif
cation and attainments of the
Uncovenanted Servants in this Pr
sidency, sufficient openings
have been given to them. The
Office of Principal Asst ...

Ameen

Annum has only been raised to
its present level within the last
few years; and very lately the
Government of India were ~~asked~~ applied to,
to sanction the appointment
of 60 Uncovenanted Deputy
and Assistant Collectors on
Salaries ranging from 250 to
600 Rupees per mensem, involv-
ing an aggregate expenditure
of nearly three and a half lacs
of Rupees, ~~to the present~~
~~application made to the same~~
~~end, for the carrying into~~
~~effect of the Resolution of the~~
~~Government of India will~~
~~not mean a saving~~, the
duct of Deputy Collector of
Sea Customs it is proposed
shall be hereafter filled by
an Uncovenanted servant, on
the Post office at the Pre-
sidency

Presidency is already in
charge of an Officer of the
Service, and the proposed
changes in the Police will
offer still more openings
The Government are not
at present prepared to
advocate any further ex-
extension of the measure.

9 The Govern-
ment do not coincide
in Mr Ricketts opi-
nion that Europeans
should be debarred the
opportunity of entering
the Uncovenanted branch
except in case of a
deficiency of East
Indians and Natives.
They think it is a
duty incumbent on
the Government to procure

the

the services of the best men and they cannot consider the probability of obtaining energy and loyalty otherwise than a strong recommendation.

They do not however apprehend that the members of European Candidates will ever be so great as to interfere materially with the interests of those born in the Country.

10 The subject comprehended in the second question viz: the opportunities to be afforded to the Uncovenanted branch for obtaining offices hitherto held by the

Covenanted

63 Covenanted Service, is one of deep importance—No one will doubt the advisability of giving openings to the natives of the country for the attainment of position, distinction, and emolument, but the Government are disposed very seriously to question, whether the present is the right time for effecting this, or whether the course suggested by the Commissioner is likely to prove satisfactory.

11. Mr Ricketts proposes to extend their sphere of duty

and

and to submit them to a
Course of the highest Officer
in the State, he gives a
list of those to which he
considers them eligible, or
embraces [illegible] Seats in the
Legislative Council, and on the
Board of the Sudr Adalut
and he suggests that certain
Guarantine Officer now held
only by Commissioned
Officers, should be an
Officer, or Uncovenanted
Servant at the disposal
of the different Governments
to be by them
filled up at their discretion,
by nominations from the
Uncovenanted branch, Inspecting Officers to be found
thoroughly

3 Judgeships
3 Collectorates
3 Magistracies

64 thoroughly qualified for the performance of the duties?

12 The Government consider it to be very questionable whether it is practicable to carry into these measures in the present relative condition of European and Native interests. The ranks of the Uncovenanted Service are equally open to the European and East Indian as to the Native, but the confined numbers of the two former relatively with the Native population, requires the question to be considered principally as it bears on the latter class.

13 The first point of enquiry which suggests itself in regard to Mr Ricketts proposition is what constitutes "thorough qualification", and

where

where such is to be found.
The answer is obvious and
may be given with reference
to the Covenanted Service. It
is conceded by the Commis-
sioner that such a Service
is not only advisable but
necessary; it has been
established for the purpose
not only of ensuring to Govt
the labours of efficient Officers
for a certain stipulated
period of time, but also to
secure to it, looking to its
position in this country,
a certain number of able
men who are bound by
all the feelings and ties of
race, of country, and of
principles, to maintain
its supremacy.

In the discussion

of

12

of a question of this nature
classes, and not individuals
must be considered; and
looking to
circumstances and events
at present occurring, it
seems doubtful whether the
thorough qualifications
contemplated by the Commis-
sioner are likely to be met
with, and whether looking
to the very small numbers
of the Covenanted Service
it would be advisable to run
any risk, by diminishing
its strength.

15 The Commissioner
would limit the appoint-
ments at first to those in
the judicial line, but it
appears to Government
that political capital can be
made,
and intrigue — be carried
on, as well in that as in

any

any other department of the
State probably with better success
from being left open to suspicion
amongst to distinctions

The course proposed
by the Commissioner of allowing
any certain offices to be filled
up at the discretion of the
Local Governments from
members of the uncovenanted
service likely to be attended
with no doubt inconvenience
and
would place the
Government in a most em-
barrassing position as if
such discretionary power
were given, the people of the
country would at once aspire
to the offices and would not
believe that they were not fully
capable of undertaking the
responsibilities involved in
acceptance
the other hand, the
authorities

authorities, supposing that
the Candidates who had offered
themselves were not competent
would either have to sacrifice
the interests of Government
by their appointment, or to
offer by a refusal, what would
certainly be viewed as an
insult to a whole community.

17 It appears to the
Government that the better
way of throwing open the
higher employments to the
natives of the country should
such a measure still be
deemed necessary, would be
to insist on entrance into
the Covenanted Service, not
however in the manner in
which English young men
are admitted, but by requiring
that a sufficient standing
should be obtained in the

Uncovenanted

Covenanted Service in
India in the first instance,
and that a certain period
should be subsequently
passed in England. The
British in India represent
a paramount race, professing
to be superior in attainments,
in civilization, and in all
the qualifications appropriate
to a Governing class; it is
necessary, therefore that they
should support their own
dignity of character, and in
doing so, they doubtless act
most truly and most
honorably by the natives
of the country. If the latter
are
to be raised to official equality
with educated English gentle-
men, it is essential that they
should be capable of sym-
pathizing with them morally,
socially,

socially, and intellectually
to some extent at least, as
without some such degree
of Concordat, men cannot
be expected to act together
long, particularly in conduct-
ing the important affairs
of Government. If the co-
natives do not raise themselves
to the standard necessary to
fit them for the higher
employments of the State,
and if offices with similar
obligations and responsibilities
are to be held by both races,
the Covenanted Service must
of necessity descend to their
standard, and the conse-
quence of adopting such
an alternative, it is not
difficult to predict.

B Mr Fitzpatrick
would seem to regard Great

and

and Latin as unnecessary
for Judges in India, but
if it be an object to improve
the state of this country
by the introduction of
western civilization, which
is mainly founded and
more especially its system
of jurisprudence, on the
works of the Sages of Greece
and Rome, it appears to
the Government that altho
it may not be necessary
to distinction
that every man should be a
scholar in those languages
, yet it
is requisite that he should
be, to some extent, imbued
with the principles, and
habits of thought, and of
society which have been
derived from them, in

order

order to enable them to act
with those who would
be his equals in official
position.

19. The Governor in Council
must dissent from the
principle assumed by Mr.
Ricketts throughout his
report as a correct one, that
the Government is to go on
into the market and so
procure labor at the cheapest
rate. The fact of a covenanted
service is almost a contra=
=diction to this, but such a
course practically is not
and cannot be carried out
without risking the Empire.
No doubt an advertisement
in the English papers would
at a cheap rate
provide a staff sufficiently
numerous
for all the purposes of the
Government

but it cannot be expected that the British dominion in India would last long under such a system. The Government have to consider not only for what sum men will undertake to do their work, but also to their officers as being able to maintain their position with proper dignity to conduct the important duties entrusted to them without being harassed perpetually with the cares of narrow means. The lowest priced articles do not often prove the cheapest, and small salaries generally cost a Country very dear.

20. In the opinion of Government the proper course to adopt in settling the

question of remuneration for a commuted service, is to consider two points, first the allowances which should be given for the requirements of each office after taking all the circumstances of the holder and his position into consideration; 2dly. That point being settled, whether the public finances can afford the necessary funds, the final decision as to the exact amount being determined by the enquiries on the latter point.

21. On the whole, looking to the position which we occupy as a dominant foreign race, ~~the great body of the people must, under such circumstances, look upon us with feelings of~~ ~~abhorrence, probably the~~

and it ought always be a matter of deep solicitude how for the Government can gratify these aspirations & passions of the natives for place and power, consistently with their own safety, and the maintenance of their own superiority. The Government finds that [illegible] the proper course is to continue as heretofore, gradually enlarge the field of subordinate employment, leaving the higher offices of the State to a time when the great bodies of the people are able to form a judgment of the conduct and virtues of their superiors and have themselves worthy

10

Higher responsibilities.

Copies to Mr Nicholls
Dispt. of Parliament
Copies on each subject.

Revenue 1857 Dep.t
Dy. after Cons. 23d Dec.r

No. 1353.

Extract Mins. of Cons.
Of 24th Dec.r 1857.

Observing, on the question res-
pecting the Pay to be allotted to Military
Officers performing Civil duties, that
the Government consider the Plan of
remunerating Military Officers accor-
ding to the special considerations
which may have called forth their
services in the Civil branch, for
the time that proposed by Mr.
Shells of assimilating the Salaries
of Civil and Military Officers when
employed on the like Civil duties.

No 239

Official Memorandum.

11

With reference to the Memorandum
from the Sr Secretary to Government dated
13th Instant, the Accountant General ha
the honor to forward a Statement shewin
the receipts in Cash in the District of Mas
ulipatam for the last ten years, Viz:- from 1847/
to 1856/57 as taken from the Collector's Accou
and also the Receipts of Remittances from
other Districts as taken from the Accoun
of the General Treasury, under his charg
and the aggregate Amount of both in
each year.-

G Pendergast
Accountt General

Fort Saint George
Accountt Genl's Office,
11 November 1857.

Egr. Dewiguia

Statement shewing the Receipts in the District of Masulipatam as taken from the Accounts of the Collector of that district and the receipts of Remittances from other Districts as taken from the Accounts of the General Treasury under his Charge during the past ten years.

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Years	Receipts in the District of Masulipatam as taken from the Collectors Accounts		Receipts of remittances from other Districts as taken from the Accounts of the General Treasury at Masulipatam		Total of both		
	Rupees	A. P.	Rupees	A. P.	Rupees	A.	P.
In 1847/48	1,14,081	4 "	3393094	" 2	5,07,175	4	2
" 1848/49	1,74,528	" 11	2,69,574	2 6	4,44,102	3	5
" 1849/50	1,72,613	9 3	2,47,685	12 11	4,20,299	6	2
" 1850/51	1,39,965	4 3	2,37,100	15 8	4,77,066	3	11
" 1851/52	1,27,507	6 1	3,086,239	15 9	4,613,747	5	10
" 1852/53	1,17,829	15 1	2,92,492	12 11	4,10,322	12	"
" 1853/54	1,02,531	" 11	2,34,002	" "	3,36,533	"	11
" 1854/55	1,17,892	15 10	1,42,241	9 8	2,60,134	9	6
" 1855/56	1,24,840	6 11	2,518,618	9 10	4,43,459	"	9
" 1856/57	1,07,610	15 4	2,96,302	8 3	3,803,913	7	7
Total	15,99,400	14 7	25,817,352	7 8	41,216,753	6	3

Errors Excepted

G. Pendergast
Accountt. General

Fort Saint George,
Accountt. Genl's Office,
14th November 1857.

E. L. Teixeira

In a letter from the
Accountant General to
the A.G Secretary to Govt
dated 16 November 1857
No. 239

73

74 Sept.

No 1354

Extract from the Minutes of Consultation
Dec.r
Under date the 24th ~~November~~ 1857.

The Government
now proceed to review
those portions of the Reports
of the Com.rs for Repe-
vision of Civil Salaries
and Establishments
which are connected with
the Revenue branch of
the

the administration, and
in doing so they will
take the subjects into
which Mr Ricketts
has directed his report
in the following order.

1. Board of Revenue 5 Subordinate revenue officers.
2. Collectors.
3. Agency 6 Municipal.
4. Collectorships. Literacy & Excise Commissioners.

The subjects now
discussed by the Commis-
-sioner have, in the
last two or three years,
been more than once
under the consideration
of Government, and
the question of substitu-
-ting Commissioners
of Revenue residing
in the Province, for

a

a Board of Revenue
located at the Presi-
-dency, was fully con-
-sidered in 1855, on
a reference made
by the Government
of India
on occasion of a pro-
-position by the
Lieut Governor of
Bengal, to abolish the
Board of that Pre-
-sidency

The Madras
Board of Revenue
was consulted as
well as some of the
most experienced
Collectors, and the
Government finally
reported in favor of
the retention of the
Board

Board; and against the employment of Commissioners. Although the discussion is of very recent date, the question, now probably to be definitely settled is of such importance to the welfare of this Residency, that the Government will, in disposing of the report now under review, acquire record the opinion formerly expressed by Members and the Board of Revenue.-

Mr Ricketts commences his report by quoting from a letter

Para 2

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letter addressed to Government by the Board, when the discussion above referred to was going on, in which they briefly recapitulated the duties which devolved upon them, & then gave a statement of the extent of

Para 3

Country subject to the Boards superintendence, the number of persons paying revenue direct to the Collector, the number of letters sent and received by the Board in the

the three years 1854-5-6,
and the number of
petitions they disposed
of. The average
number was 3,502; and
in this fact alone
Mr. Ricketts is com-
-tent to rest the ques-
-tion of the utility
of the Board - he de-
-clares against which it
appears that the
minimum distance
keeps petitioners away,
and that a ryott
would suffer much
loss rather than
bring up a grievance
from Gunjam or
Ganjam, and lay
it in person before

the

Para 4

the Board of Revenue.

The Government cannot but consider that this is an erroneous conclusion, and that its adoption would lead to inferences by which the Commissioners would not be prepared to stand. The Govt find by reference to their own Office, that the average number of petitions addressed to them in the three years selected by Mr Ricketts was 3072, and that in all Departments, while the Board are addressed of course only on those matters over which they peculiarly preside. If it be true that

distance

Year	No of Petitions
1854	2990
1855	2440
1856	3237
	9217
Average	3072

distance keeps Petitioner from addressing the Board of Revenue, and that on this account alone it is expedient to abolish the Board (and substitute local Commissioners, it would be a fair inference that the same fact keeps Petitioner from the Government, and that a similar remedy should be applied, and that a central paramount authority is useless and that there should be several local Governments scattered over the Country.

But the Government are of opinion that the Commissioners has misconceived the subject of petitioning, and

and that on no ground will the facts stated bear out his conclusions. At worst genius no advantage by preventing his petition via person, that he would not gain by transmitting it by post - no case is, or ought to be decided by the Board ex parte, and whether the representations they receive are made to them in person or by post, they must equally be sent to the Collector for report or explanation, and

in

thus
it is only after hearing both sides
of the question, that
the Board can pass
a decision - and
therefore the Ryots
would gain no object
by presenting his
petition in person
it does not seem
expedient to make
a violent change
in the system of
administration,
on the sole ground
of affording him
facilities; which,
when attained, would
be of no value.

But even
granting that the
Commissioners

Commissioners' conclu-
-sions were correct i-
-n that distance keeps petitioners
-s from the Board, it does not
-r appear to the Govern-
-ment that the
change advocated
by Mr Ricketts
would materially
mend the matter.
With six divisions
as proposed, Coim-
-batore, Malabar
and Canara, would
probably form one
Commissionership -
the Commissioners'
Head Quarters would
be on the Neilgherries
from which the
Ryots

Comr Para 5

North of Madura it distant 380 Miles. Pun-
-ton would probably
be in the same di-
-vision as Madras,
from which it is
distant more than
250 Miles; and Tan-
-jore, Madura and
Tinnevelly, would be
under a Chief, who,
residing in Tanjore,
would be 380 Miles
from Tinnevelly.

The Commis-
-sioner has said that
"to his mind the num-
-ber of petitions received
and disposed of by
the Board is conclu-
-sive against its unfulness-

Para 4.

the

40

-the immense dis-
-tance Respt Petitioners
away". The Govern-
-ment on the other
hand are of opinion
that the evil is imag-
-inary and not
Real, that every needful
facility is afforded
by the post, which
is open to all alike,
and that even were
the proposed change
made, distances
would be still so
great, that for all
practical purposes
the ryott would be
in the same position
as now

But facts are

more

more conclusive than arguments, and the Government have obtained information from the Board of Revenue which effectually negatives the Commissioners conclusions.

In the first quarter of the present year there were presented to the Board of Revenue 1202 petitions, of which 418 were delivered in person - but while 40 were then received from the most Southern District of Tinnevelly only 15 were delivered from

from the nearer District of Madura, and only 14 from the still nearer Provinces of Trichinopoly. From Tanjore 30 petitions were personally delivered, and only 26 from the nearer District of South Arcot, from Cuddapah there were 301, and only 11 from Salem, from the distant Province of Rajahmundry there were 16, from Masulipatam, which is nearer, there were 6, and only 5 from Bellary — from Cuddapah, while

while there were 80 pe-
-titions presented in
person, there were only
38 sent by Post, while
from the much near-
-er District of South
Arcot 81 were sent
by Post to only 26
presented in person-
Madura sent 78
post petitions and
15 personal petitions,
while from Tinnevelly,
a more distant
District, there were
40 personal appli-
-cations to only 78
sent by Post. Cir-
-cumstances, and the
character of the
people, no doubt
influenced

influence the num-
-ber of petitions, but
the Government
think that in the
face of what is
stated above, it
cannot be said
that the complaints
of the ryotts are
regulated by their
distance from the
Board.

The Commis-
-sioner then proceeds
to refer to a letter
addressed to Govern-
-ment by the Board
of Revenue on the
25th of January 1855, in
reply to a reference
made to them
regarding

regarding a despatch
from the Honorable
Court dated the 28th
of August 1854; en-
-quiring whether
efficient encouragement
-ment would be
promoted by the
introduction of Com-
-missioners of rever-
-nue and Police.
and, having quoted
the opinions then
expressed by that
Board, and which
were fully adopted
by Government, Re
-marked that "the
"Madras Government
"did not attempt
"to shew that the
system

Paras 5 & 8

Para 9

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" system of Commis-
" -sioners was in any
" respect unsuited
" to the State of affairs
" in the Madras Dis-
" -tricts, or that there
" was any such
" difference in the
" revenue and police
" arrangements of
" the two Presidencies,
" as to make it
" probable that a
" system which has
" succeeded in Ben-
" -gal and the North
" West Provinces,
" should fail at
" Madras" the Govt.
"merely". Mr
Ricketts says "respectfully
that

"that in their opinion
"the appointment of
"Revenue Commissioner
"holding an interme-
"diate position between
"the Board and the
"Collectors, was not
"required, and would
"be productive of
"no advantages com-
"mensurate with
"the cost."

On this the Government
remark that Mr.
Ricketts' arguments
would transpose the
right order of things.
In the abstract,
change is itself an
evil, and the Post
must

must maintain that
they were right in
rejecting the proposed
alteration of system
when in their opinion
it was not required.
That the onus of
proof lay with
those who advocated
change, and not with
those who opposed
it. and when change
is proposed, it is
not required of
those who oppose
it to prove the ne-
gative and to
shew that it will
fail of producing
good, change being
in

in itself an evil, should be introduced only when it is needed, and it is probable that good will result; in the case in question this Government, have communicated that the proposed change may not required, and it were in sufficient for them to state that opinion.

That Government are of opinion that as a general rule, changes in the system of Government are

much

much to be deprecated in India. In by far the greater part of our possessions there are many people living whose memory reaches back to a time anterior to our acquisition of the country, and all know by tradition that the British dominion has given the land the first rest from which it has enjoyed throughout successive centuries

in a political point of
view it is very
highly desirable
that a confidence
in the stability of
our institutions,
exist even after
changes of ad-
ministration should
be felt by the peo-
-ple generally, and
that their ignorance
on general subjects,
should not be allowed
to lead them to
confuse such
changes as may
may introduce
for the supposed
improvement of our
administration

administration, with
the vacillation which
every where by read-
-ers, and in great
measure by per-
-sonal experience,
they know to have
been constant
under their own
unsettled Govern-
-ments. India wants
repose, and after
centuries of anarchy
and change, even
our oldest possessions
are not yet in a
state fit for ex-
-periment and
innovation.

In the next
paragraph of his
report

report the Commissioner
begs the whole
question at issue -
he says
"it is unnecessary to
argue that the
superintendence of a
local Commissioner
must be more effi-
cient than that of
a Board sitting twice
or six hundred
miles off" and that
"not to introduce into
"Madras a system
"which all admit
"has been tried with
"uniform success
"in Bengal, the
"North West Provinces,
"the Punjab and
"Burmah, is to throw
"away experience,
and

Para 10

87 14

87

"and to persevere with
"an inefficient old
"plan, when a su-
-perior new plan,
"tried and approved,
"is available.

To these observa-
-tions there is more
than one reply. The
Government deny,
in the first place,
that because India
is now all under
the British Govern-
-ment, it is, as re-
-gards all details
of administration,
to be considered
as one country and
all and every part
of it to be treated
precisely

precisely the same the character, the habits, and the feelings of the inhabitants of different parts of India, have not become in the smallest degree assimilated from all being subject to one Government, and to argue that because a particular system suits the North West Provinces, therefore it must suit Southern India, is to adopt a principle which has not yet been admitted in any part of the World.

In

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In Great Britain even this precise similarity is not apparent, the law of Scotland differs from that of England, banking is conducted upon different principles in the two Countries, each principle being sanctioned by the law, while Ireland is under a local administration that differs from that of either England or Scotland. As regards the municipal adminis- of the success of the system which the Commission

Commissioner would
now introduced into
this Presidency, the
Government are of
opinion that their
absent has been
clamied at rather
an unfortunate time -
a contrast, as the
present moment,
of the state of Bengal
and the North West
Provinces with -
Madras certainly
does not lead His
Lordship in Council
to the belief that the
internal economy
of the two former
Presidencies is superior
to that of the latter -
without stopping to
now

now to discuss the
causes of the re-
bellion, it is ob
all events manifest
that it was orga-
nized throughout
Bengal, and that
for months before
its outbreak its pro-
bability was known
to thousands, without
the local Officers,
with all the advan-
tages that Mr
Ricketts claims
for small Districts,
local supervision,
and facility of
approach by the
people, having the
slightest knowledge
of

of what was going
on around them - the
Government cannot
but consider that
this fact shews
the inutility of
Commissioners far
more clearly than
the number of
petitions received
by the Madras Board
of Revenue shews
the inutility of the
Board. -

But more
than this making
every allowance
for the Military
character in which
the revolt at first
shewed itself, its
continuance has
been

been marked by
scenes of outrage
and lawless disre-
gard of authority
by the population
generally, which
certainly do not
tend to shew
that they were
subject to a
better & mild
administration
than the people
of Southern India,
where hitherto
not a single act
of violence has
been committed,
and every thing
has continued to
run in its accustomed
course

accustomed course.

Neither can the Government give their assent to what the Commissioners ask. They consider that the security of order in the Government depends on a state of efficiency of existing establishments which cannot be partially reduced because the revenue system is to be entirely remodelled, and the whole territory settled for a long period of years, before the state of the Police is admitted to be unsatisfactory

Para 11

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unsatisfactory; and because, under such circumstances, individual responsibility has never failed of success. difficulties which have paralysed Governments, have, Mr. Ricketts says, been overcome by

Para 11

individuals armed with suitable powers.

+18 Now first the Govt will observe that, setting as high a value as the Commissioners can do on the value of individual control

they

they are of opinion that
the introduction of
local Commissioners
of revenue and
police would most
effectually diminish
the power and
authority, and conse-
quently the individual
control of those Officers
on whom the Govern-
ment must rely
for an able admi-
nistration of affairs.
With an appellate juris-
diction in his immediate
neighbourhood, a Collector
would cease to be looked
up to as the representative
of Govt. in his District; his
authority would be dimi-
nished; his power would be
impaired; and his individual control
would be lost. Should the
Govt. consider the
plan which the Com has
our

para 11

over estimated the extent
of the revenue changes
impending in Madras
when he says that "the
" system is to be entirely
" remodelled, and the
" whole territory to be
" settled for a term of
" years". A survey and
reassessment of the land
which is what is at
present contemplated,
by no means necessitates
an entire change of
system, it supplies that
the land is unequally
and probably too highly
assessed, and that the
absence of correct mea-
surement leads to ex-
tensive fraud, but a
remodelling of the re-
venue

a certain period, but
the Revenue will con-
tinue, as at present,
to rise and fall, with
the extension or restric-
tion of cultivation, and
annual Settlements,
on the principle of the
Ryotwar system, will
continue precisely as
at present. Thirdly,
the Government question
if the Commissioner
has quite correctly
exemplified the value
of individual contrib
in instancing in its
support, that what
" has puzzled Boards
" and paralysed Govts,
" has been easily accom-
" plished by individuals,

armed

para 11

[illegible] ...ment ...ment ...ment

or power of control, that
"paralysed the Government".

In paragraph 13 the
Commissioner again avows
that, because a peculiar
system is said to have
answered in the Country
subject to the Government
of Bengal and North West
Provinces, it must, ipso
facto, be peculiarly adapt-
ed to Madras. The
Government have already
questioned the soundness
of this doctrine, and it
was denied in a marked
manner by Sir Thomas
Munro, whose authority
on Indian matters
will now hardly be
questioned. "Let each
Presidency

armed with suitable
powers". It has, the Govt
believe, been the want
"of suitable powers" that
has puzzled Boards
and Governments, and
it has been because in-
dividuals have been
provided with new
and extraordinary powers
to meet difficulties
for which the ordinary
law was insufficient,
that they have usually
met with success. The
very fact that these
new powers could only
be given by Govern-
ment is in itself
sufficient to show,
that it was not want
of vigor, or knowledge,

or power of control, that
"paralysed the Government".

In paragraph 13 the
Commissioner again assumes
that, because a peculiar
system is said to have
answered in the Country
subject to the Government
of Bengal and North West
Provinces, it must, ipso
facto, be peculiarly adapt-
ted to Madras. The
Government have already
questioned the soundness
of this doctrine, and it
was denied in a marked
manner by Sir Thomas
Munro, whose authority
on Indian matters
will now hardly be
questioned. "Let each

Presidency

Presidency practice the "
course best adapted "
to promote improvement "
in its own territory. "
Do not suppose that "
one way will answer "
for all, and that Madras, "
Calcutta, and Bombay, "
placed 1000 miles from "
each other, must be in "
every thing so much "
alike, as to require in "
every thing exactly the "
same rules of internal "
administration in every "
point. By this means "
a spirit of emulation "
will be kept alive, and "
each may profit from the "
other every improvement "
which may be suited "
to the circumstances
of

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" of its own Provinces. If
" there is only one system,
" or if our Presidency is
" to be the model of the
" rest, it will have no
" other standard to com-
" pare its own with, and
" when it falls into rec,
" it will, instead of cor-
" recting it by the example
" of others, communicate
" it to them."

Para 13

The Commissioners say that the wants of Madras are a survey and settlement, adjustment of claims to Inams and the cure causes of abuses which "the authorities admit
" exist to an alarming
" degree throughout the
" Revenue administration

To

To what authorities the
Commissioner refers in
this last clause the
Government do not know,
but they must deny
that they have ever felt
any "clamour" caused
by the abuses
which no doubt exist
in the Revenue system.
A Survey, and an ade-
quate establishment of Stations
to Towns, and the Gov.
believe, be carried out
for better under one
central Board, having
unity of purpose and
action, than under six
separate Commissioners,
each with his own
views, and regarding
the "settlement" of the
country

country to which Mr Ricketts, before
refers, it has been explained,
that he has not been fully
informed. In the same
paragraph the Commis-
sioner remarks that
it is 1000 miles from
Cape Comorin to Sangor,
and that efficient
Superintendence is impo-
ssible from such a
distance" - the Board of
Revenue is however not
placed at either extreme,
but between the two
places, so that the evil
of distance is not nearly
so great as from the
Commissioners report
might be supposed.
"Six Sevenths of the Country"
says the Commissioner
"is

"is managed Ryotwar,
"which is to say that
"six sevenths of the agri-
"cultural population
"must, whether they
"desire it or no, have
"dealings direct with
"the Collector," and on
this it is argued that
it is essential that parties
should be able to
obtain redress on the
spot. If the original
assumption be incorrect
however, the deduction
from it fails, and in
this case Mr. Ricketts
has not correctly de-
scribed the Ryotwar
system of management.
Under that system
no single individual

need have dealings
direct with the Collector
or even see him during
his whole life time
unless he pleases. The
annual settlements is
personally
made with those, and
those only, who wish
to enlarge or restrict
their cultivation, and
as long as any Ryot
is content to hold his
farm unchanged in
extent, he need never
leave his Village, or
trouble himself about
the Collector. + He [illegible]
under it important
that the question
be settled on its real
merits, and that un-

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+ In the volume lately published of the Land Revenue reports for July 1864, it is shown, at page 337, that in Coimbatore, out of 57,310 pucka-huts, as many as 46,040 remained unaccepted from the previous year.

changes, which they consider to be pregnant with mischief, should not be forced on the Govt. from a misconception of the Madras revenue system.

97. As regards the remarks made by the Commissioner in the 4th paragraph of his report, that as tenures in Madras differ in different Districts, Commissioners over four or five Districts would prevent attempts at impracticable uniformity as well as needless diversity of practice, it is only necessary to observe that it needs no

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no innovation over established system to attain these desirable ends - impracticable uniformity has not been attempted by the Board of Revenue, nor has diversity of practice been introduced, the extension of the Board is not therefore essential to ensure, in these respects, the continuance of a conservative system. Mr Bakewell is of opinion that the employment of Commissioners is indispensable to the satisfactory working of the survey and assessment, an officer at the Presidency may, he thinks, lay down principles of action, but

but the assistance and direction of an Officer vested with such power as a Commissioner of Revenue ought to have, are, in his opinion, necessary to ensure success. In this matter also the Govt fail to see that Mr Ricketts has put forth any argument on which to base the change he recommends. the Board of Revenue are at the Residency to lay down those principles of action which he justly considers necessary, and the Superintendent of Revenue Settlement, will have precisely those local powers of suspension, & [illegible]

6 Feby 1857. No 3.

tendence, which he properly believes to be required. as regards the Enam enquiries to which the Commissioner alludes, the Govt have only to say that they have submitted to the Honorable Court the measures which they would propose to adopt, and have only now to await their orders.

After shewing that the change he proposes of a Chief Commissioner for the Board of Revenue, and the establishment of his local Commissioners, would entail an additional expense of Rupees 99900 per annum, with some additional charge

charge for Office servants,
the Commissioner says
that he would recom-
mend the change, even
if he did not antici-
pate that it would
lead to increased re-
sources, as he "considers
the system now existing
it stands a disgrace
to the administration."
This unusually strong
expression appears to
be grounded on Mr
Ricketts' opinion that
waste is demanded
from Collectors which
they cannot perform,
that Storekeepers are
entertained to advise
the Collectors when
they want, not advice,
but Security that Sub-

Treasury

100

ordinates are under paid,
that the annual settlement is virtually
made by Surveyors,
unworthy of trust, and
that Collectors are un-
controlled. Now admit-
ting for the moment
that all these evils
exist, the Government
cannot see how any
one of them, excepting
the last, would be
even mitigated by
the substitution of
Commissioners for a
Board. The change
would certainly not
open the duties of Col-
lectors, and by accu-
mulating more responsi-
bility appeals from their
orders

orders would in all probability increase them. whatever need they now have of the assistance of Mamlutdars, would not be removed by the abolition of the Board of Revenue - and the proposed change would not objectively better the position of Mahaldars, nor make Commissioners more worthy of trust. As regards the control exercised over Collectors, it may be an open question whether they would be more effectually controlled by Commissioners, but that they would be more efficiently controlled thus Govt must certainly deny, indeed it

is their opinion that ever
constant and ~~over~~
present control, would
be an increase evil
In India it is the
possessor of power
and authority that
alone commands
respect, the constant
presence of a superior
authority would by
diminishing the
Collectors authority,
at once lessen the
people's respect and
with the existence
where respect ceases
obedience ceases too.

The Government
have now adverted
to all the arguments
addressed

adduced by the Commissioner in support of his views as unfolded in his first section of his report on the revenue branch of the Service of this Presidency - and they will conclude their remarks by recapitulating, as briefly as they can, the opinions they have already, on former occasions recorded upon this subject.

And first as regards the Chief Commissioner of Revenue in place of a central Board

Board, it was argued that the Board was an institution familiar to the People, and that change was to be deprecated unless its advantages were undoubted - that a Board possessed stability, consistency and comprehensive - ness of view, which would be wanting in an office filled by a single individual, the views emanating from which would change as the individual who filled it changed - that although more prompt action was

was to be expected
from a single Officer,
more deliberation
was to be expected
in a Board, and
for the duty of super-
intending the reve-
nues of the Country,
careful deliberation
was more desirable
than prompt action—
that a Board, com-
prising men of
varied experience,
can compare the
institutions of many
Provinces, and select
that which is best,
while the limited
experience of a sin-
gle Officer — would
lead

lead him to enforce
that system only,
with which he was
best acquainted—
that while the
experience of a
single Officer dies
with him, the ex-
perience of a Board
is lasting. that a
Board has more
weight and more
independence than
can individual,
its decisions would
be accepted while
can individuals
would be appealed
from, and in event
of an discrepancy with
the Government its
opinions

opinions on proposed
measures could be
more freely stated &
finally
and that it would
always be difficult,
and sometimes im-
possible, to find in
a single Officer, the
combination of
ability, readiness,
judgment, Knowledge
local knowledge,
and experience, ne-
cessary for the suc-
cessful performance
of the task of Regu-
lating the financial
affairs of so many
Provinces, almost
all under different
revenue systems.

But

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Such independent
opinions as briefly
stated above, the
Government were
of opinion that there
present would not
peculiarly
unfavourable time
for the introduction
of any such change
as was contemplated
by the Superintending
authority of the Re-
venues of this Pre-
sidency. Under
the orders of the
Honorable Court
the Government
were engaged in
the introduction
of measures of
general improvement
or

to the Provincial Secretary
however the discontinu-
-nuance of the Com-
-missioner in the
Northern Circuit has
enabled the Pt Member
to return to the Board
and a Lateral Assistant
Assessment has been appointed
this reduction to the
Members does not
appear so necessary
and the Govt would
not be understood
now
or ~~as at~~ pressing for
the measure.

On this point
the Govt will only now
add, that further con-
-sideration has
only tended to strengthen
their
~~their~~ convictions that
a single Chief Com-
-missioner of Revenue,

in

for a very extensive
Territory, and they were
of opinion that great
embarrassment and
confusion would
result from which
it would require many
years to extricate
affairs if the proposed
alterations were en-
-forced. At the time
referred to, the Govt
recommended that a
fourth Member should
be added to the Board
of Revenue, in
order that, whenever
necessary, local en-
-quiries might be
held by the deputa-
-tion of one Member

to

in substitution for a Board of Revenue is wholly unsuited to the circumstances of this Presidency. There are not two of the Provinces in which the revenue system is the same. The Ceded Districts perhaps approximate more nearly than others, but there are differences even between Bellary and Cuddapah. The Coimbatore system followed in Tinnevelly is, in many important particulars, different from that followed in Tanjore, and the system in both Districts has not a feature in common with the Regulations of the Ceded

Ceded Provinces, with the village rents of part of the Northern Circars, or with the practice which obtains in any other District in the Presidency. Malabar and Canara are again distinct from all under these circumstances the Government would be unwilling to forego the advantage they derive from the collective experience of a Board, and to feel themselves

dependent

dependent on the advice
of a single Officer,
whose practical ex-
-perience could not
have been gained in
a third of the twenty
Districts, whose
varied systems of
administration he
would be called upon
to control.

The great pro-
-portion of the
means of the Govern-
-ment which is in
India derived from
the land, makes it
most important that
the administration
of the revenues should
be conducted with
deliberation

deliberation and care
and this is particularly the case
in Madras, where
the land revenue
not having been
permanently settled,
the Government are
not precluded from
introducing any
new measures
that may be cal-
-culated to improve
the condition of
the people, and in-
-crease the resources
of the State - what
these measures
should be, how,
and when, they
should be introduced
and what would
be their probable
result

result, would certainly
receive more careful
and mature consider-
-ation in a Board,
than at the hands of
a single individual,
more minds and a
more extended experi-
-ence would be brought
to bear upon them,
questions would be
put in a light in
which they had not
hitherto been viewed,
and the policy of
the proposed measures
would be brought
to the test of argument-
time would no doubt
be occupied, but if
expended in the
deliberations

deliberations that
would prevent rash
innovations, it would
be time well spent.

As regards
the introduction of
Commissioners
between the Collector
and Board, or the
Chief Commissioner
of Revenues as Mr
Ricketts has proposed,
the Government de-
cided against the
measure mainly
on the following
grounds- That the
expense would be
very great- that the
constant presence
of an Officer possessing
power

powers, and holding
a position, superior
to the Collector, would
greatly weaken his
authority, as the
representative of
Government and
chief executive au-
thority in his Dis-
trict: that correspondence
would be greatly
multiplied, and
business greatly de-
layed, and that the
Presidency would
need at least six
Local Commissioners,
whose individual
jurisdiction would
thus extend over
about 28000 square
miles, making

not much more practicable
than at present
that strict personal
control which the
supporters of the
scheme desire to
see introduced.

Do these
views the Govt. ad-
here. They consider
it very essential
and they believe
that every days
experience shows
it to be so, that the
authority of their
local officers should
be strengthened rather
than lessened

I have learned that
A single English
Gentleman

Gentlemen, unchecked
by force, and unsup-
ported by troops, ex-
-ercises government
over a million and
a half of people
in consequence only
of opinion, and of
that respect for all
who wield the
authority of the
State which has,
for centuries, been
a principle in the
minds of Eastern
nations. This pre-
-sent for authority
the Government
believe it to be
most politic to
encourage, and

then

they believe also
that nothing would
tend more to its
annihilation, as
regards the most
important Office of a
Collector, than to
place such Officer in
the Province to supe-
-rintend and control
his acts, to receive
appeals from his
orders, to reverse
his judgments, and
to call him to account
on the complaints
of every dissatisfied
suitor.

It was Sir
Thomas Munro's view
now that there
separation

"separation of power
"had already lowered
"the European authori-
"-ty -" "it has already"
"he says; "perhaps
"in some degree created,
"and will continue
"to spread gradually
"among the Natives
"a spirit of independence,
"but springing less
"from confidence
"in themselves, than
"from an exalted
"respect for the British
"Government: While
"we endeavour to
"diffuse European know-
"-ledge among the
"Natives, and give
"just notions of the
Benefits

"benefits of good Govern-
"-ment, we must be
"cautious that we do
"not, by too great
"a division of
"power, weaken
"that sanction from
"our authority, and
"encourage them to
"perish it." In India
"there are no great
"civil societies to
"come forward and
"aid the Government
"in times of difficulty,
"it has nothing to
"support it but its
"own character,
"and the authority
"with which
it

it is executed.—

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Collectors of Madras.

The Collectors of Madras, and the Salaries of the Collectors are next reported on by the Commissioner: The Chapter opens with a general statement of the area, population, and land revenue of all Districts, excepting Madras, it is not said why the other sources of revenue are omitted from the calculation, and it appears to the Government that the omission was incorrect - the control of the Salt and Sea Customs revenues are

are by no means
the lightest part of the
duties of a revenue Officer
in Madras, and, as it is
proposed to regulate
his salaries by those
drawn in the North
West Provinces of Bengal
and in the Punjab,
where there is no Sea
board, it would have
been perhaps more
just to have shown
that his charge is
more extensive, his
responsibilities more
onerous, and his
trouble greater than
those of the Officers
with whom, in
point of emolument,
it is proposed to rank
them

them on a par. The
following Columns show
the total revenues
of each Collectorate
in Fasly 1264 as com-
pared with the Land
Revenue only given
by the Commissioner.

Names of Districts	Land Revenue as given by Comr for Fasly 1264	Total Revenue in Fasly 1264
Ganjam	942,900	1,554,429
Vizagapatam	1,254,445	1,536,404
Rajahmundry	2,048,320	2,556,824
Masulipatam	1,023,570	1,352,482
Guntoor	1,317,702	1,868,438
Nellore	1,598,958	2,114,346
Cuddapah	2,132,794	2,432,836
Bellary	1,884,231	2,416,633
Kurnool	726,339	853,809
Chingleput	1,021,981	1,464,910
North Arcot	1,530,085	1,673,398
South Arcot	1,948,969	2,369,021
Tanjore	3,826,431	4,757,109
Trichinopoly	1,199,067	1,259,959
Madura	1,671,760	2,201,535
Tinnevelly	2,019,879	2,549,772
Coimbatore	2,191,684	2,400,557
Salem	1,714,095	1,912,972
Canara	1,816,210	2,522,578
Malabar	1,600,864	2,366,068

The

32. The Commissioners quotes from letters written to him by the Collectors of South Arcot and Canara, descriptive of their official duties, and proceeds to give his opinion that, however arduous those duties may be, it is a mistake to suppose that they are more so than those performed

para 2

para 3

performed by some of the Collectors in Bengal and the North West Provinces, ryotwaree administration not being, in his opinion, more difficult than the Zemindary or Inamdary system. This is a question on which a practical opinion is probably of more value than one that is purely theoretical. The Commissioner has not seen the business of a Ryotwar Collectorate in operation, while those who have had opportunity of making themselves acquainted with the comparative requirements for the management of Districts under Ryotwar and under Zemindary tenure, have with one voice

vance, and without the
least hesitation, pronounced
that, for the former, are
necessary far more varied
qualifications, more as-
siduity, attention, more
knowledge of the country,
and acquaintance with
the ways and means
of the people, and a
greater mastery of
details, than is at all
requisite for the latter.
The Government will
enter on this subject
more fully hereafter
when discussing the
Commissioners proposals
regarding the salaries
to be assigned to Collectors
as compared with the
Judges, and for the pre-
sent will only quote
from

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from the recorded opinion
of Sir Thomas Munro,
than whose, there can,
on this matter, be no
more convincing evidence

"On this Establishment
"it is essential to the welfare
"of the country as well
"as to the security of the
"revenue, that we should
"have Skilful Collectors,
"and we find, from experience
"that they are only to be
"found in Districts where
"the Ryotwar system pre-
"vails. Collectors who
"have been employed only
"in Districts permanently
"settled, are not qualified
"for any revenue duties
"beyond those of the most
"ordinary routine. when
"the revenue of a District
"has fallen into disorder,
"they are unable to as-
"certain the cause, and
"still less to point out a
"remedy. On such occasions
"recourse must be had to
"Collectors from a Ryotwar Dis-

It cannot the Govt believed be argued that the diffs: duties of two Collectorships are the same, when the Officers brought up under one, are alone capable of settling to rights the affairs of a Province, which from any cause may have got into disorder.

The Govt shews that the Collectorships of Madura are larger in area, contain more numerous populations, and yield a larger revenue, than those of either Bengal, Bombay, or the North West Provinces, he quotes an account of the Collectors duties as given by the Board of Revenue, shews that a protracted residence in tents is exacted from them, and that they are Magistrates in their respective Districts.

Mr Ricketts then enters on the question of salary, and first of the two Districts of Tanjore and Madura, in which an extra allowance is granted to the Collectors under heavy

para 5

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circumstances, the Agencies of Ganjam, Vizagapatam, and Kurnool, and the Collectorate of Madras, being treated of in separate Chapters.

The fixed pay of the Collrs is Rupees 2333-5-4 per mensem or Rupees 28000 per annum; but in Tanjore an monthly allowance of Rupees 250 is given to the Collector, as a remuneration for conducting the duties of the Resident, and in Guntoor and Cuddapah, 2000 Rupees a year are allowed to those Collectors who remain in the Office more than six years, and in Masulipatam, Rupees 175 are given, in consideration of the Collectors responsibilities in holding charge of the General Treasury. The Commissioner recommends that all these allowances shall

shall cease.

1st to 1842 the Prin-
cipal Collector of Tanjore
received a salary of nearly
3500 Rupees a Month, and
the Resident, a Separate
Officer was paid Rupees 1100;
the two Offices thus cost the
Government Rupees 4600 -
in the year referred to, the
Principal Collectorate ceased,
the salary of the Collector
was reduced to Rupees 2333,
the Separate Office of Resident
was abolished, and the duty
devolved on the Collector, with
an allowance of Rupees 250,
the total remuneration for
both Offices being thus Rupees
2583, or 2317 Rupees less than
before, the reduction being
at the rate of 47 per cent.
Although the Rajas is extinct,
it is probable that the duties

of

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of the Resident, who may
now be more properly termed
Political Agent, will increase
- in the Rajah all acknowledged
a head, all bowed to his
authority, and all obeyed his
wishes - each will now follow
his or her own course, and the
difficult matter of preserving
order, peace, harmony, and
regularity, in a very large and
Mahratta family, with
numberless retainers
and servants, will devolve
upon the Collector. Here are
some thousand servants of
the late Rajas who have
been pensioned, and whose
pensions the Collector will
disburse, and on the whole,
there can be little doubt
that his time will be
more occupied than heretofore, and his presence at
Tanjore

Tanjore be more constantly
required. See his paper on
the salaries of the uncovenanted
service. Mr. Ricketts has strongly
advocated that equal work
should receive equal pay,
a principle that necessarily
involves the converse, that extra
work should receive extra
remuneration. The Govern-
ment cannot doubt that
the charge of the Residents
office gives much trouble
and care to the Collector
of Tanjore, and they cannot
therefore admit that he is
not entitled to the small
remuneration which has
been sanctioned by the
Honorable Court.

The extra allowances
in Guntoor and Cuddapah
were given by the Honorable
Court as an inducement
to

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Persons selected
to officiate in
Provinces where the climate
is oppressive, and whence
all sought an early translation
to more agreeable Districts.
from 1835 to 1847 no less
than 12 gentlemen filled the
office of Collector of Cuddapah,
and the Government consider
that it must be manifest
that such frequent changes
entail great evils on a
District. Since the additional
allowance was sanctioned
Mr Cochrane remained 5
years, and Mr Munro
has remained 9 years in
Cuddapah, which shews
that the desired object has
been attained, and that
changes in administra-
tion are not frequent
now.

It

38

It is part of
the Commissioner's scheme
that there should be two
two grades of Collectors,
the one paid slightly
higher than the other
and he says that if
this plan be carried
out, the extra allowances
in Guntoor and Cuddapah
will be no longer needed.
The soundness of the deduc-
tion is not clear to Govern-
ment. Cuddapah and
Guntoor may be placed
in the first grade, and
the Collectors may be better
paid than those who
hold second class
Collectorates,

para 17

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Collectorates, but as long
as there are other Districts
in the first grade, equally
well paid, Gentlemen
appointed to Guntoor and
Cuddapah, will, as before,
seek removal from an
enervating climate, and
these Provinces will be
again subject to the evils
from which they formerly
suffered. It is not suffi-
cient that the exceptionable
Districts should be on a
par with fourteen others, as
the Commissioner proposes:
their climate will remain
the same, and change to
any of the fourteen will
be eagerly sought by their
incumbents

incumbents experience has
shewn that some compen-
sating influence is needed
to induce gentlemen to endure
the inconvenience of a bad
climate, and it is the
opinion of the Government
that it will be a most
unwise policy to remove
that compensating in-
fluence: the interests at
stake are, on the one
side the well being of
two extensive Provinces,
on the other the annual
saving of 4000 Rupees, and to
which the preference should
be given there appears no
room to doubt.

Ceylon 9

The Commissioner
recommends that the
additional allowance
hitherto granted to
the Collector of Manu-
-liputam shall be
abolished - on the ground
that there are only
three Districts in
which the Treasury
receipts are smaller
than in Manaulipatam
The Government
have procured from
the Accountant General
a statement of the
sums received into
the Masulipatam
Treasury on account
of the collections made
within the District,
and

and on account of re-
mittances from other
Provinces, and they
find that, in every
year of the last ten,
with the single exception
of 1854/5, a sum consi-
derably more than the
ordinary District collections
were paid into the General
Treasury.

This statement is
entered below, and the
Govt must express their opinion
that, for the additional
responsibility which the
General Treasury casts
on the Collector, he
is entitled to the
small remuneration
which he now refers to
received.—

The Government
are

Mills

122 The Government are under an impression that the Commissioner is in error in supposing that there are only three Districts in which the Treasury receipts are less than Masulipatam, leaving out the year 1854/5, which was evidently exceptional, the cash receipts in the ten years from 1847/48 to 1856/57 ranged from 38 lacs to 50 lacs, and the Government find that in no District but Tanjore have the receipts been so

been do Rajah as ever
the former dues.-

Years.	Receipts in the District of Travelipa-tam as taken from the Collector's account	Receipts for Remittances from other Districts as taken from the accounts of the Govt. Treasury at Travelipatam	Total of both
	R a P	R a P	R a P
In 1847/48	16,408 4 -	339,094 - 2	355,502 4 2
" 1848/49	14,752 - 11	27,69,574 2 6	11,24,402 3 5
" 1849/50	1772 613 9 5	28,47,685 12 11	41,20,299 6 2
" 1850/51	13,39,965 4 3	29,37,100 15 8	42,77,066 3 11
" 1851/52	1577 507 6 1	30,86,239 15 9	46,13,747 5 10
" 1852/53	1617 829 15 1	24,92,492 12 11	41,10,322 12 "
" 1853/54	17,02,531 - 11	22,34,002 - -	39,36,533 - 11
" 1854/55	1617 892 15 10	13,42,241 9 8	29,60,134 9 6
" 1855/56	1624,840 6 11	25,18,618 9 10	41,43,459 - 9
" 1856/57	1607 610 15 4	21,96,302 8 3	38,03,913 7 7
Total	15,99,400 14 7	25,17,352 7 8	41,16,753 6 8.

In paragraphs 19 to 53 of his report the Commissioner discusses the question of the size of the districts in this Presidency and comes to the conclusion that the following five should each be divided into two, Canara, Malabar, Cuddapah, Bellary and Madura - in the course of the discussion Mr. Ricketts makes use of some arguments which the Govt will notice in order, before they address themselves to the main question at issue.

In para 24 it is said that the statement given by the Board

of Revenue of the labor
of a Collector is not
free from exaggeration,
and that he does not
make an annual
settlement with the
Ryotts individually,
the assertion being groun-
=ded on the fact that, in
1855, the practice of tha
=king a Sittum, [illegible] the
commencement of the
cultivating season was
abolished. The Govt will,
in passing notice that
in his chapter on the
Boards of Revenue, the
Commissioner appears
to admit the fact which
he now denies, for in para
13 he says, "Six sevenths of
The agricultural po-
=pulation must, whether
Adven

Enclosing with Correspondent
with the Collr. at the
beginning of the Season,
Community called

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"they desire it or not, have
"dealings direct with the
"Collector" - Want of
practical acquaint-
ance with the duties
of a Ryotwar Collec-
torate appears to have
led the Commissioners
into the error of con-
fusing the Sittum
with the Settlement
but, as is well known
in all Madras, they were
separate and distinct
processes, the Sittum
being made at the
commencement of the
cultivating season,
and the Settlement at
its close - The abolition
of the Sittum therefore
in no way whatever
invalidates the Board's
assertion that an annual

settlement is made
with each individu-
-al Ryott. Nor is this
fact contradicted by
the assertion made
by Sout in para 20
above, that no single
individual nee'd
have personal deal-
-ings with the Coll.r
unless he wishes either
to enlarge or to con-
-tract his farm; be-
-cause, although there
personal attendance
of the Ryott retaining
his lands as in the pre-
-vious year is not re-
-quired at the settlement,
the extent of his holding,
and his liabilities, must
still be entered in ac-
-count, so that, although
the

the Ryott is not put
to inconvenience, the
labors in the coll.rs of-
-fice is not thereby
diminished.

Next, in paragraph
26, the Commissioner
questions what he as-
-sumes to have been the
notion of Sir Thomas
Munro, of increasing
the size of districts in
order to afford a justi-
-fication for an increa-
-sed rate of pay, and says
that he would have
all districts of a ma-
-nageable size, and pay
for work done, and not
for work allowed by un-
-done" - in a former part
of the same paragraph,
after Ricketts quotes an
admission by the Board

of Revenue, that Collrs were unable to do more than a part of the duties required of them, and affirms, that "this is no ground for increasing remuneration", adding that "it would be as reasonable for a man who has ploughed one acre, because he has been told that, if he could, he was to plough two!"

First the Govt will remark that they are not aware that Sir Thomas Munro ever increased the size of any district, or ever advocated the increase - he even raised the pay of certain Collectors by making their districts principal collectorates, and placing sub Collrs under them, but this was done avowedly with the object of placing the Revenue branch of the service on a par with the Judicial, in which, at the time, there were Provincial courts of Circuit and appeal, with the Judges in which Principal Collectors were made equal in point of salary, as Collrs were equal to Zillah Judges, but the limits of no Province were extended by Sir Thomas Munro - And as regards the Commissr's illustration of the position in which he supposes Collectors to be, of receiving pay for work they do not perform, the Govt are of opinion that the

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illustration is not
in point. The Collrs may
not be able to do all
that is required of them,
but still, if by incess-
sant toil and labor
they do all that they
can, they are entitled
to the remuneration
due to a laborious offic-
their labors are not
less because there is yet
more to be done, and
the Commissioners il-
lustration would be
fair, only if put in
the following form-
it is wished to have
two acres ploughed, to
plough an acre is a fair
days work, and entitles
to a full days wages-
a man by rising early
and

and working late, can
plough an acre and a half,
is he not to be paid for
the extra half acre he
has done, only because
he has not been able to
plough the two acres?

In paragraphs
37 and 52 the Commiss-
appears to have fallen
into two errors regard-
the Potawatomi system
of revenue administra-
tion, which it is desir-
able to correct before
proceeding to the genera
question, because its
decision is made to
Mr Ricketts, in some
measure, to rest upon
these erroneous suppo-
sitions. In paragraph
37, when speaking of the

District of Canara, and
the propriety of subdi-
-viding it, it is said, as
that the Province is three
hundred miles long and
contains 71.419 persons,
"paying revenue direct"
to the Collector" - from
this it would be sup-
-posed, by any person
unacquainted with
revenue details, that
each one of these seven
-ty one thousand persons
had to travel from one
to three hundred miles
to pay his tax to the
Collr. in person, where-
-as it is more than pro-
-bable that the whole
revenue is collected
without many of them
leaving their villages.

Each

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Each head of each vil-
-lage collects the dues
from the landholders
within that Village
limits, and remits them
to the Taluqdar, who,
in his turn, sends the
whole to the Treasury
and the length of the
Distt. occasions, or the
item of paying the re-
-venue, no income
-mence upon any sin-
-gle person.

The evils referred
to in paragraph 52
is contained in the expe-
-dients that, it is usual
in the Bombay and
Madras Presidencies
to regard all elopes
coming between the

"cultivators and the
"Govt., as intruders imm-
"mediately to be got rid
"of," and that "as long as
"the worst Ryotwaree
"management shall
"be considered prefera-
"ble to the existence
"of any proprietary in-
"terest other than a Ryotee
"~~of~~ interest, it will
"be necessary to regulate
"establishments accor-
"dingly." This confusion be-
tween the Cultivator and
the Ryott the Govt. have
noticed to be common
in the views expressed
in Bengal of the Ryott-
war system of manage-
ment, but nothing can
be more erroneous.
There are very many
Ryotts holding from 500
to

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to 5000 acres of land, each
having in his pay from
5 to 500 laborers, who cul-
tivate his farm - it is
with the Ryott and not
with the cultivators
that these settlements
made, it is the Ryott to
whom the Govt look for
their revenue, it is the
Ryott whom the Govt
are gratified to see
year by year growing
richer and more sub-
stantial, and able to
enlarge his holding, it
is to his position that
they desire to see all
smaller proprietors rise,
and to see it asserted
that they desire to get
rid of him, and to have
none between them

and the cultivators
of the soil, is an error
too grave to be allowed
to remain uncorrect
-ed in a paper of so
much importance
as the Commissr's pre-
-sent report. &c &c

45. The Govt. do not
very clearly understand
what the Commissr.
intends in affirming
that in Madras the
worst Ryotwaree
management is prefer-
-red to any proprietary
interest other than
a Ryotts interest. The
proprietary right of
a ryott is perfect, and
as long as he pays the
fixed assessment on
his land, he can be
ousted

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ousted by no one. There
is no principle of Ryot
-waree management
more fixed and known
than this, and the Govt.
deny that any right can
be more strong. The
right even to private
personal property in
England is subject to the
payment of taxes, and
it is no argument against
a man's property in
his carriage and horses,
to admit that they may
be seized and sold if he
is a defaulter with
his assessed taxes.

As regards the
general question of
the size of the Madras
Collectorates, the Govt.
regret to find that

their opinion is solel
-ly supposed to that ex-
-pressed by the Commiss.
then admit, and have
always admitted, that
as at present assisted,
the duties of the Coll.rs
are heavier than then
can duly fulfil, that
they are overburthened with
details which could
be adequately perform-
-ed by officers of less
experience, and that
they have not the leisure
to devote to the consi-
-deration of general
questions of improve-
-ment, which, the in-
-terests of the people &
of the state make it
so desirable that
they should have.

But

But admitting the
existence of the
evils, the Govt. ha
always argued, th
their remedy w
to be found in
-hiring the Coll.r
from the labor
-s of minu
details, by grant
them more assistan
and not in diminis
-hing the size of
Districts - they con
-sider that the ma
-ss collectorates
are not larger than
one able and expe
-rienced officer can
overlook and care
for, if his whole

time may be de-
-voted to superior-
-tendence, that there
is advantage in having
considerable tracts
of country under one
officer, that the extent
of his jurisdiction en-
-lines him consid-
-eration, adds to his au-
-thority, and by con-
-centrating power in
fewer hands, tends
more to a unity of
controlling system
than would be prac-
-ticable where the
number of collrs.
greater. In this Pre-
-sidency where the
revenue depends
much upon works
of

of irrigation, it is ever
desirable that the
sources of supply, should,
as far as practicable,
be within the same
limits as the lands to
be supplied, and every
division of a distt.
would make it less
likely that this should
be generally the case.
- the escape of offenders
against the public
peace is more easy
when magisterial
limits are confined,
and that pride which
all generous minds
feel in being the
depositories of high
confidence, and in
the successful e-

administration
of great trust, that
feeling which leads
to the most vigorous
exercise of the fa-
culties in order even
to justify selection
for important of-
fice, and that in-
terest in duty which
is a sure guide to
its successful per-
formance, are all
more fully excited
by the possession
of extensive autho-
rity, and are all
of great value
to the state.

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Disapproving of the princ
of the proposed measures, d
needless for the Government
say that its expences is an
-ditional objection. In parag
29 of this Chapter, the Com
inserts a statement of the e
-particular expense of maintain
a District as at present, a
when divided into two, and t
increase is represented as Rs 18
per annum. But this is not a
for in the 3.15th paragraph at is
-mitted that additional establi
-ments would cost 3600 Rupees
year. This it appears to Govt
a very small addition to mat
for dividing one Collectorate in
two. The labor of a Collectors o
would not be halved by halving
the size of his District, many
offices must be doubled, the pay
of which could not be halved ...
and the length of reports, & the
number of letters issuing from a
Collectors office, do not depend upon

the

the amount of the sums reported on, rent roll or demand
or the extent of the District being
But beyond this, new Cutcherries
must be built, new treasuries erec-
ted, new Guard houses, new record
rooms, new Jails, and all this at
a time when the Govt is so pressed
for money, that roads and Canals,
bridges and aqueducts, annicuts
and tanks, all are postponed & the
improvement of the Country retarded,
whilst even repairs are set aside, to
the impoverishment of the Country,
the diminution of the revenue, & the
certain eventual increase of expendi-
ture. The Govt do not follow the
Commrs into the detail of each Dis-
trict that he would divide, as they
object to the principle of division, —
they look upon the measure as inex-
politic and consider the time at which
it is proposed to be singularly unpropitious.

The last subject discussed in
this Chapter is the Salaries of Collectors.
The Commrs proposes that there shall
be two classes of Collectorates, the
one containing frontier Districts on
which

which the Collectors salary shall be 25000
rupees a year, the other containing nine
Districts with an annual salary of
20,000 rupees. Ganjam & Vizagapatam
are separately treated, and will be
noticed hereafter. The subject is opened
by the Commrs by a quotation from a
minute recorded by the Right Honble
the President on the 12th of Decr 1856, in
which His Lordship gives at length his
reasons for believing that the Collectors
are not over paid, reference is made to
the position they hold in the Country,
to the labor of their office, to the period of
the service at which they obtain a Col-
lectorate, & to the fact that from the paucity
of higher offices but few members of the
Civil Service attain a more remunera-
tive position. His Lordship shews how
desirable it is that Europeans in India
should be in circumstance to marry, &
how great are their expences when married, that
members of the Civil Service cannot save
money until they obtain a Collectorate
or Judgeship, and that after attaining that
position, the whole amount that they can
save, gives them but a competence when
from broken health & shattered constitution
they

they return at last to England. The President urged further that it was highly inexpedient to shake the confidence of its servants in the Govt. that the means of maintaining a position were as necessary as even moral & intellectual worth, for the purpose of controlling and directing men, and that now that the service was open to public competition, it has become more than ever necessary to maintain a high tone of moral feeling among its members, while it would inevitably be lowered by a diminution of public salary.

These arguments are met by the Commn. in the following words "will Rs 19666 per annum, procurable after from eleven to twelve years service, tempt young men of education & honour, young gentlemen to devote their lives to service in India with all its admitted deprivations & drawbacks? — I believe it will. Could a man out of Rs 19666 per annum live in a manner befitting the Magistrate & Collr. of a Distt. with a million of Inhabitants, feel easy in his circumstances, and maintain the position necessary for the purpose of controlling a large body of people? I believe he could — but I readily admit there must be steady economy in every part of his Estabt, especially if there is a family to maintain. To this the Govt. reply first that a Collectorate is not obtained after eleven or

Paras 58

Memo 25

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Mr Fisher

Mr Irvine

years service, but after nineteen or twenty, the youngest Collector at present is of twenty one years standing, and the youngest judge of twenty five years standing, that none are suddenly, ~~bad~~ but that those who come out young gentlemen may, by straightened means and [illegible] prospects, fall into temptation — thirdly that whether a Collector and Magistrate could maintain a proper position on the salary proposed, is matter of opinion, and one on which the opinion of this Govt differs from that of the Commn — and lastly that the admission that there must be steady

th

w "steady economy in every "
s part of his establishment,"
w shews that the position
a that the Commissioners would
t assign to the Collector, is
r not one which anxiety
o would appreciate, or look
n up to, or respect.
a 60 The Commissioner
does not touch upon the
question of the annuity
offered to the Civil Service
it was proposed on the
supposition that the
fine to be made good
before the annuity was
taken, would be paid
by deductions from salary
while the annuitant
was in Office - at the pres-
ent moment it is
found that, on the comple-
tion of 25 years service,

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the time necessary to qualify
for an annuity, out of the
total sum of Rs 60,000 which
is to be made good, only
about 23,800 Rs have been
subscribed, and it is evident
that it will be a mockery
to offer annuities at all, if
the Commissioners proposals
are sanctioned - not only
will the sums subscribed at
the close of 25 years be made
smaller than at present,
but the power to make
up the ~~deficiency~~ balance will
be gone. retirements will
be at an end, promotions
will be stopped, and the
evils of reduced salary
will be increased by the
non advance of the service

para 66

57 Mr Ricketts argues
that there can be no reason
to

to give a Collector in Madras
a higher salary than a
Colr in Bengal, this point
the Govt will not argue,
they believe that the
position and duties of
the two Officers are very
different, but it is suffi-
cient for this Govt to state
their opinions regard-
ing the services of this
Presidency, and this
they will immediately
do, having first occasion
only to remark, with
reference to the Commrs
admission of the slow
promotion in Madras,
and his recommendation
that the service should
memorialize to share
with Bengal and the
North West Provinces
the

† the collectors in Bengal have smaller districts & less work, & obtain promotion earlier, and Lord Rev: Comptr, in all the Revenue Bd to refer to.

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* 5th May

the appointments in the Punjab and Oude, that in 1849 such a memorial was presented to the Governor General by a large body of the service, and led to no result.

52 In dealing with the general question of Collectors Salaries, the Government must refer to that part of the Commissioners report which proposes to regulate the pay of the Judicial Service, because it appears that he intends that some of the Civil and Sessions Judges shall retain their present emoluments, while those of all Collectors are reduced. To this principle of placing the revenue Officers

in

"Judicial line, if we do not,
"every man who has prince
"or talents will run into the
"Judicial line." "The great
"exaltation of the Judicial
"above the revenue line for
"the last twenty years, has
"been extremely unfavorable
"to the production of men
"conversant with revenue
"details and the customs
"of the country, but we
"may undoubtedly have them
"by raising the revenue line,
"and making it an object
"of ambition to men of
"talents. The great disproportion
"below the Judicial on
"point of emolument, has
"been very injurious to
"the service it has been
"very gradually making
"a distinction between
point

in a position of lower estimation than those in the Judicial service, this Government must very pointedly demur — the subject has been before most fully argued by Sir Thomas Munro, and altho' the Government do not doubt that his views are generally known, they consider it expedient, on an occasion like the present, when the question is again brought up for decision, that the opinions that able man recorded should be prominently put forward.

Sir Thomas Munro said, "we shall do nothing unless we raise the revenue to a level with the Judicial

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" of the revenue is his sole duty,
" and that he is a mere tax
" gatherer. The Collection of
" the revenue is a very subordi-
" nate part of his duty, its
" distribution is a much more
" important one. His duty
" extends over every branch of
" the finance, its influence
" is felt in the prosperity of
" the inhabitants, the waters
" the operations of different
" existing taxes, and power to
" cut such as are oppressive
" that they may be lowered
" or altogether abolished, and
" also such as may be aug-
" mented without inconve-
" nience. In every country the
" amount and distribution
" of taxation, are perhaps the
" most important concerns of

publi

" first and second rate
" men, those who have talents
" & interest being employed
" in the Judicial, and those
" who have little of either in the
" revenue - the distinction,
" tho' not avowed, is no-
" torious, and it must be
" remedied by bringing them
" to the same level. However im-
portant the duties of a Judge may
be, they are, in this country,
not more important than
those of a Collector who, with
the exception of the Judicial
functions, exercises the
whole internal adminis-
tration of a Province, and
has occasion for much more
varied
qualifications - the designa-
tion is an unfortunate one, and
ought to be changed, as it leads
to the belief that the Collection

"public authority, there are
"no others on which, as on
"them, the universal comfort
"and prosperity of the people
"depend. In this country the
"management of the taxation
"rests almost entirely with
"the Collector, for he is the
"only channel through
"which the Government can
"obtain any tolerably correct
"information on the subject,
"and it is chiefly from his
"opinion that their own
"must be formed. An Officer
"from whom so much is
"required must not be looked
"for in a class which is not
"at least equal in rank &
"emolument to any other in the
"service. In order to secure
"a succession of men qualified
to -

140 "to discharge properly so
"important a trust, we
"must place the revenue on
"an equal footing with the
"judicial line."

53 The same views were
expressed in an able minute
recorded by Sir Thomas
Munro on the 22nd of Janu-
ary 1821, when proposing
the Establishment of
Principal Collectorates for
the purpose of placing the
revenue more on a par with
the judicial branch of the
service - from this paper the
Government will quote
only the opening paragraphs.

"The Honorable the
"Court of Directors have
"expressed their wish that
"the higher offices at the
Presidency

"Presidency should in future
"be filled with men who have
"acquired a competent
"knowledge of Revenue in
"the Provinces. It is evident
"however that this impor-
"tant object can only be
"obtained by equalizing more
"nearly the advantages of the
"revenue and judicial lines,
"so as to make it desirable
"for those who have acquired
"experience in the Revenue
"to continue in that line.
"Almost every hope of im-
"provement in the Revenue
"Department was precluded
"by the arrangements made
"at the time of the permanent
"settlement, by which the
"Collectors were, with regard
"to rank and allowances, p-
placed

"on a level, not connected by re-
"-ducing the Judicial as by
"raising the Revenue allow-
"-ances and appointing a
"certain number of Princi-
"-pal and Sub Collectors."

With these opinions Sir Thomas Munro the Government most entirely agree. They are satisfied that the Central Board of the Presidency must be represented in the Provinces by some one Officer, and that it

is the Collector and not the
Judge, who should be their
representative. They cannot
doubt that the officer
who holds this position, if
not himself superior to all,
should at all events himself
have no superior, they know
that respect in ~~all~~ Countries
Countries is much guided
by worldly means, and
feeling confident that
to place the Collector in a
lower position in point of
salary than the Judge, will at
once diminish the respect
in which his office is now
held, they deprecate the
measure, as uncalled for,
impolitic, and unwise.

55 The Right Honorable the President has already

Mr Hardy in Oriental
In what country did
Army rank
Juror than in

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already, in the minute
referred to above, and
largely quoted by the
Commissioner, recorded
his opinion against
a diminution of the sala-
ries of Collectors. The
subject is one of consider-
able importance, not only
as it affects the whole of
the Covenanted service, but
as connected with the gene-
ral welfare of the Country.
It appears to the Govern-
ment that a very narrow
view of the question is taken
if the discussion be confined
to the cost of this or that
Establishment

Establishment, some mea-
=sures of economy may be much
expensive to the state, and
the Government of India
could perhaps hardly make
a worse bargain, than to save
a few thousand Rupees
a year, at the cost of the
zealous, energetic, cheerful
performance, of duty by
the Collectors of Ryath-
=war Districts, could
hardly commit a greater
financial error, than
slightly to diminish
their expenses, while
alienating the confi-
=dence of their Servants.

We

56 The Govt have saved
on this part of the Commrs
report at considerable
length, because they are
impressed with a deep
sense of the importance
of Collectors duties, and
of the impolicy of either
so regulating the salary
of the office in compa-
=rison with others, as to
leave inducements to men
of ability to forsake the
revenue line of the ser-
=vice, or of unrecompaying
a class of public servants
on whom so much de-
=pends, and from whom
so much is required. —
"It is on a right admi-
=nistration of the re-
=venue that the pros-
=perity of the country

"chiefly depends, if it be
"too heavy, or very une-
=qually distributed, on
"its effects are felt in
"every department-trade
"is depressed as well as
"agriculture, numbers
"of the lower orders of the
"people are driven by
"their necessities to seek
"a subsistence in theft
"and robbery, and the
"better sort become
"dissatisfied, and give
"no help in checking
"disorder. The roads
"become unsafe, and the
"prisons crowded, and im-
"putes to the depravity
"of the people, the mis-
=chief which has proba-
=bly been occasioned
by

"by injudicious taxation
"and the hasty abolition
"or resumption of long
"established rights and
"priveleges. It is only in
"the revenue line of the
"service in the Provinces
"that the officers of Govt.
"can completely see and
"understand the inter-
=nal structure and
"administration of the
"Country."

The Right Honor-
=able the Governor in
Council considers that
the views of Sir Thomas
Munro are entitled to
very great weight - no
one has ever known
Southern India better, very few
have ever known it

as well, his knowledge
was practical, and as
was gained in the ac-
tual performance
of those duties, on the
great importance of
which, whenafter-
wards at the head of
the Govt., he so ably re-
corded his opinion.
The commissr has, from
circumstances, been
without that prac-
tical acquaintance
with the matters dis-
cussed in this chapter
of his report, which
the Govt. considers to
be necessary to a cor-
rect appreciation of
them. he has resided
in Madras, and on the
Neilgherry

1245

Neilgherry Hills, he
has not seen the work
ing of a Ryottwar Col
lectorate, and his re
port in more than
one instance, shews
a want of that infor
mation which a
practical acquaintan
can alone give. some
instances of this have
already been noticed
above, and a strong one
is found in that part
of the report, which
treating of the Judicial
office, says "it might be
supposed that in a coun
try six tenths of which
was under a Ryottwar
System, there would be
but little business in
the courts connected

with land," a supposi-
=tion which shews an
entire misappreciation
of the Ryottwar tenure,
in which, this Govt.
need hardly observe, no
there is nothing to pre-
=vent land becoming
the subject of civil ac-
=tion equally with
any other private pro-
=perty whatever.

38 The Govt. will
not add to the great
length to which this
remarks on this chap-
=ter have already run,
further than by repeat-
=ing in the strongest
terms, their sense of the
impolicy of lowering
the revenue line of
the service of this

Presidency

Presidency by making
it less remunerative
than the Judicial line,
their opinion of the
great importance to
the welfare of the Coun-
=try of an able administ-
=ration of the Collectors
office, their full ap-
=preciation of the
arduous nature of
the office, and their
conviction that, con-
=sidering the expenses
necessarily attending it,
the importance of ma-
=king it respected in
the eyes of the people,
the period of service at
which it is attained,
and the fact that a
but few members of the
service ever attain

Pondicherry

Agencies

The Commissioner
reports upon the
three Districts of
Ganjam, Vizagapatam,
and Kurnool, over the greater
part of the two former of which,
and over the whole of the
latter, the administration
of Civil and Criminal
justice is held, not by
the ordinary Courts, but by
the Agents to the
Governor.

In 1839, the
annual Salaries of the
Agents in Ganjam
and Vizagapatam were
fixed at Rupees 34,200, and
30,000 respectively. The
Commissioner

a higher position, it
is not, at the present
scale of remuneration,
at all too highly paid.

59 Adding the in-
crease recommend-
ed by the Commiss.
in this chapter, to that
which would follow
the changes he has pro-
posed in substituting
Commiss.rs for the Board
of Revenue, it appears
that the result of his
investigations would
be an annual ad-
dition to the expenses
of the State of about
Rupees 487469.

Commissioner advocate
the importance of the
Office, and the onerous and
responsible nature of
its duties, but he thinks
that its salary may
be reduced, though in
a manner to make
a greater difference
than at present between
the remuneration of
an Agent and a Collector.
There is at present a
difference amounting
to Rupees 5200 and
Rupees 2000 between
the pay of a Collector
and the Agents in
Ganjam, and Vizaga-
patam respectively
under the Commissioners
proposal

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proposal the differences
will be raised to
Rupees 7000, and 5000.

It is not
necessary for the Go-
vernment to recapi-
tulate the arguments
which they have ad-
duced against a
reduction of the Sala-
ries of Collectors-
those arguments apply
equally to the case
of the Agents; and
as the duties and
responsibilities of the
latter Officers are un-
questionably heavier
than those of the
former, and as con-
sequently they are

entitled

entitled to a higher scale
of remuneration, in
advocating the retention
by Collectors of their
present pay, the Govern-
-ment would be under-
-stood as advocating
also that no change
be made in the Sala-
-ries paid to the Agents.
Large portions both of the Cuttack
and Vizagapatam Districts are subject to the deadly Malaria
and in addition to
more laborious duties,
the Agents have to
risk their Health,
and, sooner or later,
to incur those
pecuniary losses which,
in India, a loss of
health entails —

the

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The difficulties of their
position are not less
than they were, the
advantages of retaining
in Office men experienced
in the Districts are
not less, and as
those who fill the
position of Agents
are generally selected
for the duty, they
have a right to look
to extra remuneration
for the exercise of those
extra qualifications,
which they are of
all others, superseded
pre-eminently to
possess.

The Commissioners
would make changes
and

and reductions in the
numbers and salaries
of the Assistants
to the Agents.

As regards num-
-bers, the Govern-
-ment will be
-low offers their
views as to the
employment of
Uncovenanted
Agency, but
as regards the
salaries now
paid to the Coven-
-anted Assistants,
it is their opinion
that they are
in

in such proportion
to those which
they desire to
retained by the
Collectors, and t
the duties which
are required of
their recipients.
question will be
more fully consid
in disposing of
Commissioners rep
Chapter on Subordin
revenue Agency.

The question
of Kumool is
now before the
Government of
India - it has been
proposed

proposed to unite with
it some parts of
Bellary and Cuddapah,
to form it into a
Collectorate, and
place it under the
ordinary regulations,
it is not therefore
necessary to discuss
the matter here.—

B.B.

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3

C 23rd Nov/57.

5

Collector of Madras.

Mr Ricketts proposes

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"that the Salary of the Collector of Madras should be reduced from Rupees 28,000 to Rupees 20,000 per annum, on the ground that the Office is apparently a very light and easy one.

The Salary of the Office was reduced, in 1843, to its present Scale of 28,000 Rupees, and, since the reduction, the duties and responsibilities of the Collector have been greatly increased, owing to the augmentation of the revenues from 9 Lacs in 1844 to 13 Lacs in 1854 - they will be still further increased by the growing development of the Salt trade, consequent on the facilities for inland transport afforded by the Railway. The duties of the Collector have also been enhanced by the operation of the enactments noted

noted in the margin, the latter of which is not only attended with considerable trouble, but is likely, in case of error or oversight, to involve the Collector in legal proceedings which it is, on every account, desirable to avoid. More than ordinary care and caution, in matters of details, are requisite on the part of the Collector of Madras, who should be an Officer of standing, experience, and judgment.

XII of 1847 Madras Rev: Apt.
XIX of 1852 Alluvion Apt.
I of 1852 Fixe tatting Lands.

It was with particular reference to this consideration that the Honorable Court, in a Despatch dated so late only as 18th July 1855, consented to the Salary of the Office being retained on its present scale, viz the following terms. "In consideration of the largely

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"largely increased amount of
"the revenue of the Collectorate of
"Madras, and of the extended
"duties which under recent enact-
"ments have been entrusted to
"the Officer in charge of it, and
"with especial reference to the
"circumstance that a reduction
"of the Salary would have the
"effect of consigning the office
"to young and inexperienced
"hands, we have resolved to
"withdraw the orders given in
"our Despatch of the 23rd April
"(No 8) 1845, and to permit the
"appointment to remain on its
present footing."

It is alleged that the duties of the Collector of Madras are not so heavy as those of a Collector in the Provinces, but it must be remembered that, while the latter is assisted by two or three Covenanted officers, the former has no such

such agency at his disposal.

Taking therefore all circumstances into consideration, and adverting to the fact that living in Madras is very far more expensive than in the Provinces, the Governor in Council is of opinion, that, in order to secure the services of an Officer of standing and experience, and to provide against a frequent change of incumbents, the Salary of the Collr of Madras should be three Lacs of Rupees per annum, the same as that now given to the generality of Collectors in the Provinces, Viz.t 28,000 Rs per annum.

D.S.

1534

No 4

Copy

4

C 29 Nov/57

Subordinate Revenue Officers

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The Commissioners next Chapter is devoted to the subject of the assistance received by Collectors in the performance of their executive duties, and as regards the number of Subordinate Revenue Officers, the views of Government have of late been more than once recorded at considerable length. These views will now be briefly referred to, and the opinion of Government on the reduction

reduction proposed in
the Salaries of the
Covenanted Officers will
be given.

It has, for some
time, been very obvious
to this Government, that
the Collectorates are in
sufficiently served; that
the Collectors are so
overwhelmed with
details as to have no
time to devote to
their more proper duty
of supervision and
control, and the con-
sideration and intro-
duction of general
measures of improve-
ment. After a corres-
pondence on the subject
with

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the Board of Revenue,
it was resolved that
the remedy for the
evils from which all
Districts were suffering,
would be found in
a large introduction
of uncovenanted Agency
and the appointment
of sixty Deputy and
Assistant Collectors
were very strongly re-
commended to the
Govt. of India in a
letter dated the 13th
of August 1856. This
letter is so recent, and
it so largely quoted
from in the Chapter
of the Commissioners'
report now under
review

review, that it is not
necessary to recapitulate
its contents, the state
of business in the
Provinces was fully
laid before the Govt
of India. The losses
annually sustained
by the people and the
Government, in con-
sequence of the exactions
of the Village Servants,
and the frauds on
which they connived,
were broadly stated,
and the opinion of the
Govt was given,
that the charge for
the Establishment,
they thought, would
be fully replaced,
by

by the cessation of those
practices, which there
is too much reason
to fear now divert
no inconsiderable
portion of the revenue
from the Public Treasury

To this letter,
which as it said above
was dated the 18th of
August 1855, no reply
was received up to
the 7th of June 1856,
when, under a strong
conviction of the ur-
gent necessity of affording
the overworked Collec-
tors in the several
Provinces assistance
in the performance
of their many heavy
duties

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18 Deputy Collectors,
applied for by this
Govt. as an instal-
ment of the whole
number required,
was sanctioned as
if it were a final
measure, but coupled
with the condition
that the Office of
Sheristadar and
Asst Sheristadar
should be abolished
in those Districts
in which the new
class of Officers were
~~composed~~ entrusted.

A correspondence
followed between
the Government and
the Board of Revenue
and

district, the Government
again addressed the
Governor General in
Council, and earnestly
prayed for leave to
appoint at least Eighteen
Uncovenanted Deputy
Collectors to make up
in some measure for
the deficiency of Covenanted
Assistants of which
all Collectors complained.
The same request was
repeated on the 6th of
the following month of
August.

On the 24th of October
1856 the orders of the
Government of India
were passed: the
smaller number of

18

and the Commissioners
for the revision of Civil
Salaries and Establish-
ments, which resulted
in a conviction on
the part of this Govt
that they would be
placing their Collectors
in a condition less
favorable even than
at present, by granting
them one inexperienced
and lowly paid
Uncovenanted Assistant,
and depriving them
of their experienced
and highly paid
Sheristadars. A repre-
sentation to this effect
however, which was
made to the Govt

B.

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of India, with a
request that the
condition they had
annexed to the sanction
for the employment
of 18 Uncovenanted
Deputy Collectors, might be withdrawn,
was ineffectual, and in a
letter dated the 30th
of September 1857, the
decision of the Governor
General in Council
was conveyed, that
the new appointments
should not be made only
on the abolition of
the Office of Sheristadar,
and as this was not
considered expedient
by the Government of
Madras, this Province
remains

* vide enclosure 5 in No. 4
in G. dated 9th August
1859.

* particularly at the present
crisis of affairs

on this occasion to
repeat what has so
recently been placed
on record, - each days
experience shews, only
more and more
strongly, the necessity
which has been so
pointedly urged, and
it is a satisfaction
to His Lordship to
find the views of the
Government so entirely
borne out by all
that the Comt. have said.

On the reduction which
the Commissioners
proposes in the
position and pay
of the subordinate
Covenanted Officers

of

remain as much
undetermined as
before.

The Commissioner
very strongly seconds
the views of this Govt
as to the necessity
for more aid in the
administration of
the revenue than it
at present obtains
disposed, and is of
opinion that 68 uncov-
enanted Deputy
Collectors should be
allowed. The Governor
in Council has so often,
and so fully, expressed
his opinion on the
question, that he
considers it unnecessary
on

Kandy 13-11-16
17-18.

Officers of Government,
If his Lordship in Council
is not disposed to
dwell - the arguments
which have been already
urged, when perusing
the Commissioners
report on the Salaries
of Collectors, apply
in great measure to
the present question
also - if it be necessary
that the Europeans
Officers in the Provin-
-ces should be looked
up to with respect
and consideration
it is as necessary
in the case of the
Assistant and Sub
Collector as of the
Collector

Collector himself - if
it be necessary that
the one ~~if need~~ should be
able to devote his
time and attention
to his public duties,
unhampered by
the cares of a two-
~~wife~~ economy, it
is necessary also
for the other; many
-ways it desirable
for both, and it
cannot be accom-
-plished without
means - a high tone
of moral principle
which all experience
shews is weakened
by temptations offered
to those in needy ~~circ~~
circumstances

shall receive 960
a year: Mr.
has himself ad
that circumsta
in this Presider
circumstances o
which the Govt. h
no control, and
which the Civil
vice has tried
vain to extricate
itself - and reta
the attainment
a Collectorate
a period of 23 y
has been passi
in the public
service! so that
that this rate
salary, viz 800 Rup
a month would,
the

circumstances, should
be early fostered in
those entering the
Public service in India,
should grow with
their growth, and
strengthen with their
strength, and some
hope, however distant,
of one day being able
to leave India, and re-
-turn to England, should
not be altogether withheld
from the younger members
of the Civil Service, to
cheer them on their path,
and induce them fully
to keep up their commu-
-nication with their friends
in their native land.

The Commissioners
propose that the high-
-est grade of subordinate
shall

the present proposal,
be all that a
revenue Officer
could look to, until
he had more than
completed the
whole service which,
under his Covenant,
he is called upon
to perform in India —
after 22 years
residence he might
go to England and
wait for his annuity,
with a likelihood of his life
to last for it,
having never thought-
out his whole career,
received a higher salary
than 800 Rupees a
month.

The Government
considers such reductions
in the lower
branches

branches of the service as
highly impolitic, as utterly
destructive — to all zeal
in the performance of
duty, as leading unavoidably
probably to debt and
embarrassment, and as
an entire departure
from the policy which
has for half a century
enabled the Civil Service
to point with pride to
the unspotted purity of
its members.

The Government
observe that the Board
of Revenue proposes to
remunerate a proportion
of the Uncovenanted
Deputy Collectors and
the second class as the
Covenanted Subordinate
and Assistant Collectors

The

The question of the neces-
-cessity for, or the pro-
-priety of this assimila-
-tion has very lately
been separately discuss-
-ed. The views of Govt
have been recorded in
extinct opposition to
those propounded by
the Commissioner, and
the Governor in Council
is satisfied to refer
to that record, and
considers it unnecessary
to repeat her arguments
here. Before closing
their review of this
chapter, the Government
will briefly refer to the
arguments adduced by
the Commrs in paragraph
9. to shew that a Collector
does not, in point of fact,
himself

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himself make an annual
settlement with every
ryott in his District.
The Govt admit the
fact, but had not an-
-ticipated that such
an admission would
be demanded - when
it has been said that,
in a Ryotwar district,
an annual settlement
is made with the
Ryotts by the Collector,
it has not occurred
to Govt to suppose that
any one imagined that
the Collector, as an
individual, made the
settlement with each
individual ryott -
this however appears
to have been the sense
in which the Commissioner
has

all villages are assembled, the
accounts are examined by the
Collectors establishment, and the
puttah of each ryott, made up
in accordance with his holding
is prepared, and given in the
Collectors presence. At the time
of distribution the amount of
each man's liability is read aloud
when the ryotts names are
called, they have the opportunity
of making to the Collector any
representation they may please,
and although the original
amount of the Ryotts holding
is no doubt prepared by the
cummum, it is scrutinized in
the Collectors Office, which, for
the purpose, visits each taluck
in turn, every ryott is told his
liability at the time he receives
his lease, and any doubt he
may have upon the matter,
is cleared up upon the spot

in

has rendered void the
theory of the Ryotwary
system, and it is there-
fore necessary at once
to admit that the im-
possibility which the
Ryotwary theory that
it would be, has never
been attempted in
Madras.

At the commence-
ment of the cultivating
season each ryott ele-
ects what land he
wishes to renew, & what
new lands he wishes
to take up. The ryott
of each known holding,
with the assessment
upon it, is entered in
account by the Cummum,
and, at the annual settle-
ment, the Cummums of

all

his presence. The calculation
ade by the Commissioner of the
umber of minutes which can
devoted to each mans settle
ent, is apparently based on the
oneous supposition that every
e of the 2,46,911 persons who, in
oimbatore, pay revenue to Govern
ment, is entitled to a separate
ettlement. Those only are so
ntitled who hold land direct
rom Government, and under
tenants do not receive a puttah,
nor is a settlement made with
them. For the sake of simplicity
and the punctual realization of
the revenue, it is generally collected
from these under tenants by the
Government officers direct, and
hence the number of persons
paying revenue is large, but it
is a mistake to suppose that
a settlement is made with any
but those who hold lands of
Govt

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167 21

Government. The Commissioner
refers to Coimbatore as the Dis-
trict in which 2,46,911 settlements
are supposed to be annually made
by the Collector, but the report
on the settlement for Fasly 12.64,
published by order of Government,
shews that the number of Puttahs
or what is the same thing,
of settlements, was 51,310 or not
much more than one fifth of
the number named by Mr.
Ricketts. Of this total number
also, 46,040 remained unaltered
from the previous year, so that
only 5,770 ryotts were required
to attend to receive fresh puttahs.

In the same para-
graph the Commissioner says
that "the azmaish, or testing
"of the Cannums work is practi-
"cally a farce" the following fact
will shew that, on this point,
Mr. Ricketts is very much in

error

error. In a letter to the Board
of Revenue dated the 13th Janr
1856 No 54, the Collector of Cuddapah
applied for some additional
Peons, and founded his req
mainly on the great advantag
which the Government would
derive from a stricter examina
tion of the cultivation, as a
check on the Cummins return
In proof of the soundness of
his anticipations, the Collecto
observed that, in the three
Fasties 1262. 1263. and 1264, ex
amination by such servants
as his limited establishment
enabled him to depute, had
resulted in bringing to account,
cultivation omitted by the
Cummins to the amounts of
Rupees 21165 Rupees 24,495 and
Rupees 31952 sums sufficiently
large to prove that the Com
missioner was under a
misapprehension

168 21

misapprehension in believing
that the cymmish was "prac
tically a farce".

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GR

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Skenectadeans.

The Commissioners
Row devoted a separate
Chapter in his report to
the Skenectadians employed
under the Collectors
in this Presidency -
In every the case in the
other subjects discussed
by Mr Pickett, this
matter has also lately
received the attentive
consideration of this
Government, and their
opinions upon it have
been already recorded
at length - Those opinions
will be briefly

recapitulated

recapitulated below,
but the Government
will first notice in
order the remarks offered
by the Commissioner.

The Chapter
opens with a long quo-
-tation from a report
made by the Board
of Revenue to Govern-
-ment on the 22d of
January 1855, in which,
with reference to a
proposal to introduce
unconvenanted agency,
and to place the
Sheristadars Office
on a new footing, they
entered at some
length into the posi-
-tion now filled
by

by those Officers in
a Collectors' Cutcherry
and recommended
that on the introduc-
-tion of the new class
of Deputy Collectors,
for sanction for
whose appointment
application had been
made to the Court of
India, the Head
Sheristadars should
be vested with powers
and responsibilities
corresponding with
their ostensible posi-
-tion, namely that
of Office Manager
and Head Native
Accountant; that
their salaries should
be

be eventually reduced,
and that the Office
of Naib & Assistant
Sheristadars should
be at once abolished.

The Commis-
-sioner drew the position
which the Govt. in
1851 considered should
be held by Sheristadars,
with the fullest access
to the accounts and
records in every branch
of the Collectors Office,
with responsibility at-
-tached to them in
every department, and
with the duty incum-
bent on them to lay
before their superiors,
in writing, any
information

information they might
obtain of mal practices
wherever existing: Mr.
Ricketts drew that
in 1816, the pay of these
officers was raised,
the Board of Revenue
and the Government
having agreed with
Colonel Munro that
"the only effectual
"remedy for the
"— prevalent abuses
"on the part of the
"native servants, was
"that which was applied
"with so much suc-
"cess and success,
"to prevent abuse
"among the European
"servants of the East
India

"India Company, and
"which certainly was
"the foundation of
"that distinguished
"character which the
"Civil Service has
"since acquired, namely
"to interest them in
"the upright discharge
"of their duty, by
"placing them above
"the temptation to
"betray their trust."

The Commissioner
affirms that it "generally
"admitted that the
"system has failed",
he says that "it could
not be otherwise", and
"that the system is
rotten" - immediately
afterwards however
he quotes from a speech
delivered in the Legisla-
tive Council by Mr
Daniel Elliott, in which
on many accounts,
he deprecated the
"abolition of the Office
"of Sheristadars", and
from Minutes recorded
by Sir Henry Mont-
gomery and Mr
Walter Elliot, and
which both urged
warmly in favor
of their retention.
The practical ex-
perience of these
authorities in the
revenue business
in this Presidency is
ranged

9. Nov. 56

ranged over from thirty
three to forty yeards
but the disquisitors
were in favor of
retaining the Sheris-
tadars Office by
Mr. Daniel Elliott
Mr. Daniel Elliott, and Mr
Walter Elliott, and
by Sir Henry Montgomery
Have no other effect
in the Commissioners
mind than to confirm
him in the opinion
that the office is the
root of all the
evils which breed
the Madras revenue
system, and he be-
lieves that, rather
than retain the
office, it would be
better

para 10

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para 15.

better to remove all
the Covenanted Collec
ors to appoint the
Sheristadars to be
Collectors, or the full
pay now given to
their European superior

The Commissioners
final proposition
is, that all the present
Sheristadars should
be retained, and that
five should be added
for the five new
Collectorates to be proposed
to create, but that
their pay should
be reduced to some
ranging from 80 to
175 Rupees a month,
from the present rates

of

from 80 to 700 Rupees.

It appears to the Government to be quite certain that the Collector must and will have some Native servants in their Office to whom, or many points, they may look for information that would not reach them from any other quarter. It is idle for a European to suppose that he can, of himself, without aid, counsel, or assistance, learn all that is thought, and talk, and all that is going on, and contemplated, among the hundreds of thousands of Hindoos by whom his District is peopled. We live among the people, but are not of them, our habits, feelings, thoughts, pursuits, and interests, are all separate and distinct, and it is in the opinion of Government unquestionable, that an English Gentleman, placed at the head of a Province, unprovided with any confidential servant from whom he might seek information

– The Govt are not prepared to deny that there may be various frauds in the present system, but it

and

and with whom he might advise, and thrown wholly on his own resources, would be very ignorant of the real state of his District. Late events appear to the Govern-ment to shew that clearly throughout Bengal and the North West Provinces, rebellion and military mutiny, had been in organization for months, without the Officers of the Government, Civil or Military, having the slightest suspicion of the fact. The matter was known to thousands and

and hundreds of thou-sands of Hindoos and Mussulmans, but not a parmour or a whisper reached the ears of authority, and more over, where rebellion and mutiny have run the course which was commenced six months ago, nothing authentic is known of their origin or cause, and all is still darkness.

But be this as it may, the Court repeat that the Collector will have done and must not his confidential servant on whom they will more

more or less reby for
information and advice -
if any vacancy of the
above-mentioned Deputy
Collectors, or the Office
Manager, the position
which it is proposed
that the Assistant Collectors
shall succeed forwards to
fill, but in this
latter
case, the sole change
effected will be in
name, and in the
substitution of a low
paid irresponsible
servant, for a highly
paid official, feeling
that, by a special decla-
-ration of Government,
a heavy responsibility
rests upon him.

The

E. of Irving Comm.
12 May 1851.

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The Government
are doubtful how far it would be
~~to not think it~~ politic
to make a change
in name and in
salary only, when
duties remain un-
changed - if hereafter,
when the uncovenanted
and Key have so ur-
gently pressed for
have been granted,
and the new
Officials shall have
become acquainted
with their duties,
and reform in
the administration
have simplified
the Collectors' work,
they should find

that

177 8

that the Head and Assistant Sheristadars may be abolished, they will at once adopt the measure; but in the face of the recorded opinions of the Officers who have served the longest, have attained to the highest positions in the Presidency, and have had the largest experience in revenue administration, they are not prepared at once (nothing) to adopt a change, which in the paper now before them is supported only by the Commissioners assertion, that his opinion

para 16.

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In addressing the Government of India on the 13th of August 1855, on the subject of the Uncovenanted aid required in the Provinces of this Presidency, allusion was made to certain proposals of the Board of Revenue for the eventual change in the position to be filled by Head Sheristadars on the appointment of Deputy Collectors. In these views the Govt generally coincided, but were not prepared to advocate immediate action upon them. ~~It was stated to these~~ He stated that

that under the new
arrangements soon
contemplated; by which
the Collector will be
relieved of much of
the detail work now
laid on him, and be
furnished with other
competent assistants
qualified to exercise
independent and res-
-ponsible authority,
the necessity out of
which the present posi-
-tion and functions
of the Head Sherristadars
arose, will in a great
measure cease. Eventually
the change proposed by
the Board may probably
be introduced with
advantage

advantage; but the
Government are not
of opinion that it
would be expedient
to take any steps for
bringing it about imm-
diately, or till the new
class of Servants shall
have become used to
their duties, and their
value shall have been
proved. Indeed the
very creation of the
new class of appoint-
ments will tend
materially to bring
that change gradually
into operation; for
periodical augmentation
of salary will in
great measure cease.

" Assistant Collectors have
" become somewhat ha-
179 " -bituated to their duties.
" These changes, when
" made, will effect
" some reduction of
" Establishments, though
" not immediately; and
" adverting to the state-
" -ment above in the
" beginning of Para 12,
" that no part of the
" cost of the new Class
" of Officers can be
" met by reductions, the
" Governor in Council
" would observe that the
" saving to be accom-
" -plished by any altera-
" -tion affecting the
" Sheristadars, ought to
be

or Sheristadars over pro-
-motion to the post of
Assistant or Deputy
Collector; and the very
existence of able Officers
in these classes will
diminish the dependence
of the Collector on his
Head Sheristadar.

"The Board also
propose to abolish alt
ogether the appointments
of Naib Sheristadar
and Sub Collectors She-
-ristadars; but the Go-
-vernment are of opinion
that this change also
should be introduced
only after the lapse
of time, and when
the new Deputy and
Assistant

be applied, in his opinion,
to increasing the salaries
of the Tahsildars who
are now sadly under
paid; and who, in
their low salaries,
combined with the
travelling and other
Expences necessary
to the performance
of their duties, find
a plea which under
the low moral tone
of the Public, many
whom they must
expences or even
justify the irregu-
-lar practices in
which they notorious
-ly indulge.

The mind of the Govr in
the subject & report
to June 1847 of Letter
Govt of India Augt 1848
Ld Hobhouse to minutes
on existing laws

opinion in favor of abolition
of Sherestadars is confirmed
by hearing the arguments
in favor of ~~their retention~~ ⊗
~~abuses against it~~.
from what he says in
the 10, 11 and 12 paragraphs
of this chapter, it would
appear that the Commissioner
believes that the Sherista-
dars are in effect chiefly
to direct the Collectors,
in fact to hold them
strings, but
in leading ~~strings~~, in fact
their views of the subject ~~or the~~
~~matters~~ ~~sent~~ to the Govt
be found consistent with fact.
correct. Altho' a Collector
may at times have occa-
-sion to ask the opinion of an
old, able, and experienced
Native Servant of the
State, what he mainly
wants, is not advice,
but information. Infor-
-mation on which he
can rely as coming from
an experienced, intelligent
and responsible servant
living among a foreign
people, a Collector under
the most favorable cir-
-cumstances

circumstance must be most in the dark without a trustworthy informant who mingles with the people, knows their wishes and opinions, and the character of the leading inhabitants and Native servants to ensure true information on these points, the informant must be a well conducted and well read man, who owns interests and mixes with the tranquility, contentment and prosperity of the District, and whose frontiers and expectations place him above temptation. The position may be hereafter filled by one of the Uncovenanted Assistants but there can be, for general purposes will there be diminished this however be not done the Govt one of the most well paid Services should be remunerated on salaries equal to the first Class Uncovenanted Assistant

Until however the first class of his description of Officer shall have been sanctioned & his efficiency proved by experience, His Govt cannot but consider that it would be most impolitic to reduce the emolument & the selection of the very able said Officer in the Rev: Dept Next to Native Officials in the Madras Presidy.

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Survey and Enam Commissioner.

The Commissioner has favored Government with his views on the proposed Survey and re-assessment of this Presidency, and has furnished lists of the Establishment which he considers necessary the subject has been under discussion in this Presidency for many years, and has only very lately been arranged. the Honorable Court and the Government of India have cordially agreed

agreed with the views expressed by the Government, and in the plans they have proposed, and it seems to the Governor in Council to be premature to be suggesting changes, before the Officers appointed have got settled to their work. His Lordship in Council therefore does not propose at present to review this part of the Commissioners reports

reports, but at the same time he desires to record his acknowledgments for the victorious which the Commissioner has taken in the matter, and will give his opinion full consideration during the conduct of operations.

As regards the question of an Grain Commission, to which also the Commissioner refers, the Government observe that at present they are not in possession of the views of the Honorable Court to whom the matter has been referred, and they cannot consequently discuss the question

raised

raised by Mr Ricketts pending the receipt of the Honorable Courts orders.

The Government have now completed their review of the Commissioners report. they have been unable to agree with his proposi-tions; they have not seen the force of the arguments on which they are based, and are under the impression that great evil would result from their adoption. It appears to Govt that the Commissioners views are too much in favor of nov-elty - all is change - from the Board of Revenue to the ~~Second~~ Appellate Collectorate, no single Office is to remain as it is; all are to be reconstituted, even Districts Boundaries

boundaries are to be re-formed, and on a Country where the whole current of thought and speaking is guided by custom, whatever per contra may be the inconvenience, it is proposed to sweep away at a blast every thing which the people hold in traditional reverence and respect, and the guiding principle apparently is that whatever is wrong.

The Government would not be warranted in adopting these sweeping measures of alteration even if they were supported by the experience of the system as it was proposed

prepared to take [illegible] as
they are willing to do when they refer
a case to a court, in which
papers before them
such evidence, that
the Commissioners in
treating for a settlement
which is so practically
unacquainted as
with the country,
and some knowledge
upon the Kentucky
Hills, district, in the
opinion of this Govt
constitute a claim to
be heard on an un-
doubted authority
on the whole matter
of the revenue admi-
nistration of the Pro-
vidency, do not warrant

confident

confident assertions re-
garding the deficiency
by other accounts, nor
justify an unreasonable
expectation of the intended
opinion of those who have
spent their time in acquir-
ing the experience on
which those opinions are
based.

The Govt find it
difficult to account for
recent events and the pre-
sent aspect of affairs in
both Provinces but only
to strengthen their difficulty
that the system with
which the Commissioners
is practically acquainted
is all perfect, and that
with which he is unac-
quainted is all evil,
that the whole of the

grievances

that the Commissioners
have not made all the
Inquiries for the country
to which they are to
be carried out. Public
men in India fill
positions very different
from those filled by
Public men in England,
here they are not merely
office men, but governors
and rulers, and the same
argument only in a
limited degree, apply
to them, as apply to
the ordinary Members
of the Govt. in every
Country in the world.
If the representatives
of Govt. in the Province of
Sindh, wielding as they
over millions, are to be
left in a position which
will

remind the authorities of
Madras, from the Thames
Manufacturer down, with the
mind, heightened, more
practical experience of
their local wants, to
facts which have ap-
peared in their time
light only to me who
has never held a people
more charge in the Pro-
vinces, who has never
visited a Collectorate
Cutcherry, undertakes
which he perceives has
been published without,
and under a system,
which has nothing in
Common with the sys-
tem administered here.

In the proposal
he sees entitled, The
Government considers
that

will result in them being
looked to by those they
rule, as merely effete non-entities,
are suppressed, and palaces
and state, and pageantry,
every show,
may be swept away,
and all outward show
and appearance, may
be among the things that
are past.

This was especially not the view taken of India by the late Governor General - he did not evince contempt for the outward manifestations of authority, he did not dispense with the parade and show, which in all countries, and of all, most deeply in India, impress the multitude with reverence, and he pursues well acquainted with mankind

to think it politic to pursue economy in the public expenditure, at the cost of strength and power.

The Asiatic judges, not by our ideas, but by his own - a refined admiration of simplicity in outward show and appearance is what he looks to, he respects only those who can maintain them, and he obeys only those he can respect. This may not be suited to European ideas, but is not on that account to be disposed - we cannot place an Englishman to rule a million and a half of Asiatics, and tell him to ignore all their national ideas, act as if they were Anglo Saxons

and that the question is one which involves far higher considerations than the saving of a few thousand rupees. We cannot sovereign by clouds by the rule of three - before he decides a matter, the statesman must view it in all its different aspects, and there are in the government many, many considerations which, at times, make expence, in the end a true economy.

But not only do the Government overrule the Commissioners' proposals in principle, but they believe them also to be needless - the few

thousand

Sayers: — Sections to not to be the only country in the world where circumstances are to be left wholly out of consideration, where expediency is to have no place in the mind of the Governors - and where the tradition of ages, and the habits of thought of centuries, are all to be cast aside as naught. The Government are satisfied that it will be found necessary to reduce authority in any further to reduce the salaries of the European Officers of Govt - they believe that the measure, if carried out, will in a few years be found to have been a most ruinous economy,

and

thousand pounds which
their adopting would
add to the Treasury
are as nothing to the
hundreds of thousands
which a development
of the resources of India
would bring to the
coffers of the state to-
a survey of Negotiations
duty to turn the matter
was first pressed upon,
in one year, treaded made
up all that the Com-
=missioners reductions
will save to the state
in ten, and a wise in-
-vestment of money in
remunerative public
works, would very soon
place the Govt of India
above all necessity to
purchase present
plenty

plenty at the cost of
future want.

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4 Copies to the Comr for the
Revision of Civil Salaries
& Offices throughout India
with the Hon. the Court's Private
& Paper referred to in para. 75.
as well as two Copies on each subject.

Desp. 9 Jany
158
by Steamer

22-11-09

1889

Revenue 1857 Depts.

Dayton Ohio. 23d. December

No 1354

Extract Minutes of Com.

Dated Dec. 57.

1-89 to 106-

Containing those portions of the reports of the Commissioners on the revision of Clerks Salaries and Extra Allowances which are connected with the Revenue branch of the Administration.