M.R.O. 14—5,450—22-10-25.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue **DEPARTMENT.**

G.O. No. 1455 A — Press Mis.

441 453

Dated 29—6— 1867.

Not to be folded or roughly handled

Read again Proceedings of Government, dated 10th January 1867, No. 73.

Read also the following papers :—

No. 441. From A. WEDDERBURN, Esq., Collector of Bellary, to the Chief Secretary to Government, Fort Saint George, dated Camp at Cottacheroo, Pennuconda Talook, 23rd January 1867, No. 4.

1. The Report of the Sanitary Commissioner on the famine in Bellary, during last year, has been sent to me by Government for any observations I may have to make on the remarks contained therein.

2. It appears to me that a simple narrative of the occurrences in Bellary, from the day I joined it, is the most appropriate mode of reply.

Steps taken on arrival in Bellary.

3. I arrived in Bellary on Thursday the 21st of June 1866. I learned that there was a great deal of distress amongst the poorest classes, owing to the high prices of grain, and to want of employment arising from the failure of the early rain of the south-west monsoon.

Local contributions towards relief in July.

4. To relieve the very destitute, I called a meeting of influential native gentlemen for the 24th of June, on the day after my arrival, and a liberal response was made to my appeal on behalf of the poor; about 5,000 poor were, on an average, relieved in the month of July. I went to the distribution of grain to about 7,000, chiefly infirm men and women, with young children, and, with the exception of rags and dirt, was glad to see so little outward indications of starvation. The emaciated I would have calculated as less than two or three per cent. These were chiefly of the Beder and other lowest castes. I was in daily contact for three months with gangs amounting to 6,000 persons on the special relief works near Bellary, and observed a similar state.

Appearance of the people in July and August.

5. Considering that so good a beginning of local charity might be copied elsewhere, Circulars were issued in the District Gazette, and my Division Officers were by letter asked to further such charitable endeavours. Up to 15th September Rupees 25,638 were reported as locally raised and distributed. I cannot be certain that all the local charity came under official notice.

Subsequent steps.

6. The last week of June and first week of July passed without rain. On the 7th of July I wrote officially to the Superintending Engineer, asking him to push on the expenditure of the public funds allotted to his department, as this time was the most favourable opportunity of getting labour cheap and plentiful. There had been complaints when I was in the district for ten months in 1863-64, that labour was difficult to get, and high priced.

7. At this date there were more than two lacs of Rupees to be spent in the district by the Department of Public Works, and even at that time, I understood from the department, that there was up to that time no urgent applications for work. I addressed also the Agent of the North-West Railway, whose construction was being carried on in three very distressed talooks of this district, and requested that instructions might be given to push on the works.

8. Apprehending, however, that if rain continuously kept off there would be increased loss of occupation to agricultural labourers in every part of the district, I requested the Superintending Engineer to come to my assistance in the preparation of a special scheme of village road works, which would be submitted to Government should the season still remain adverse while preparing it, and for the purpose of due allotment. I awaited the receipt of the report of the season from the out-talooks for the first fortnight of July, collated on the 21st, and finding from it that no rain as yet had fallen, and that distress was continuous and wide-spread, I addressed the Board of Revenue on the 23rd July, enclosing a carefully-prepared scheme, which has remained unchanged, and only supplemented by further allotments up to date, adapted to the exigencies of each talook, as ascertained from the reports and from information derived from other sources, including the Police.

9. The Board of Revenue, in their Proceedings of 27th July, supported the scheme, and Government sanctioned it. The general Order of Government, to which allusion is made, is dated the 28th of July, and is recorded as received in this Office on the 30th idem, so that it will be observed that my plans were formed and action taken on them previous to the receipt of any general instructions on the subject.

10. The works now sanctioned by telegram of 31st July, were pushed on with as great despatch as possible. It has been observed that Imperial works were going on at the same time, and that the total extra expenditure on special relief was, in two months, only about half a lac from the beginning of August up to the end of September. But upon the Revenue Department was thrown the duty of providing tools for some additional 10,000 or 12,000 labourers, and distributing them in a district nearly 12,000 square-miles in extent, with roads blocked by cholera, dead cattle, and want of forage. Had the Railway reached this district it would have both prevented the panic arising from shut roads, less importation, and continuous drought, and also brought me more speedily the tools I indented for on other Arsenals. That of Bellary I stripped of every implement that could be wielded by a native hand. We could not get such work executed by contractors, who much facilitate the expenditure of the Department Public Works in their yearly amount of three lacs of Rupees. A list of receipts, distribution, and expenditure is subjoined up to 30th September.

	Collector's Division, 3 Talooks.	Sub-Collector's Division, 5 Talooks.	Head Assistant Collector's Division, 4 Talooks.	General Deputy Collector's Division, 3 Talooks.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.
Allotted	37,000	44,500	33,565	18,950	1,34,015
Expended	23,810	6,790	7,756	9,710	47,566

NOTE.—In allotting for the General Deputy Collector's division, the railway works were considered.

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Application for special relief famine work funds was made as below :—

	Rs.
23rd July	50,000
30th August and 6th September ...	25,000
18th September	1,25,000
	2,00,000

Tahsildars and Division Officers were directed to push on works without delay, and to send periodical accounts of expenditure, number of persons employed, estimates of future requirement in money and tools, which on receipt were immediately complied with.

11. I trust, then, allowance will be made to the unskilled Revenue Department for not spending quite Rupees 50,000 in two months, up to September. I can only say that work was offered to every applicant; that wages, considered with reference to the price of grain, &c., were fixed for each class, and funds despatched without a day's delay; direction for organization and carrying out road work printed and circulated to nearly every village. We were hampered by having had to estimate and indent for tools, and by the delay of despatching them through so vast a district, and into isolated localities. Hindupur, for instance, is nearer to Bangalore than to Bellary, from which it is 125 miles distant.

Reason of presence at head-quarter Station.

12. Having, on my sole responsibility, such pressing matters to arrange for this district, and having to be in constant communication with my subordinates and with Government, it seemed to me that the central talook of Bellary, where a general supervision over the district and immediate power of direction was feasible, with the Treasury and Telegraph at hand, was my post of duty. If I could have deputed to any other competent authority these chief and responsible duties, I might have left my head-quarters and gone through distant villages and into other talooks, personally establishing relief-houses, for which instructions were, from my Central Office, given by letters and orders. As the Chief Magistrate of the district, I had also to consider the possibility of the repetition of the grain riots which took place in 1863, during my absence from Bellary, and which took place in several towns of the Presidency during this last famine, and which were anticipated at Bellary also.

13. *Remittances from the Madras Central Fund.*—I am aware that the amount of Rupees 29,909-8-11 actually disbursed (34,550 were distributed) in the Bellary district up to 30th of September, from the remittances amounting to Rupees 44,000, including Rupees 5,000 of grain not then received, sent by the Secretary to the Madras Central Fund up to that date, was quite inadequate to meet the great distress that prevailed in the district during July, August, and September; but attention is requested to the following dates of receipt and of distribution. The

Madras Central and General Relief Society was only established on the 21st July, and had to supply other districts then afflicted with famine.

Received.	RS.	*Distributed.*	RS.
First, on the 30th July	5,000	Same day	5,000
Second, on the 15th August applied for by telegram	4,000	18th August	4,000
Third, on the 3rd September ...	10,000	7th September	9,550
Fourth, on the 18th do. ...	20,000	19th do.	16,000
Total...	39,000		34,550
Grain forwarded on the 22nd August	5,000	did not arrive in full till late in October.	
Grand total...	44,000		

I presume that the Madras Central Relief Committee, on a review of the reports from Bellary, forwarded to me as large sums as were in their power at that time.

14. I think that August was (prices then reached their *maxima*) the worst month of distress. Distress diminished with the September rains. Without doubt, if more funds had been available in July and August, they could have been expended to more advantage than in September and October. The talook, which had least and latest rain-fall, and the greatest number of persons applying for relief, was Bellary. The prices ruling in it from first to last were 15 to 25 per cent. above the general average. It has the largest population of any. The tract round Bellary, extending to a distance of ten to fifteen miles on every side, or an area of 500 square-miles, up to the last week of September, greatly contrasted in aridity with the other talooks which had earlier received rain. There was a considerable stock of grain hoarded in the district during the whole time of distress ; but the continuance of drought for the three important months of cultivation, and the prevalence of cholera, and the absence of forage on the roads, chiefly in August, checked natural importation, caused hoarding among the grain-dealers and substantial ryots, enhanced the prices, and brought the distress to a climax in that month.

Concluding remarks.

No. 442. From the same Officer, dated Camp at Dhurmavaram, 28th January 1867, No. 6.

1. I replied to the Proceedings of Government, dated 10th January, received 15th, on the 23rd instant. That letter had reference to occurrences in Bellary commencing with the day of my arrival. I attempted to show that there was no avoidable delay in affording relief to the people then suffering under distress.

2. It occurs to me that Government will not be displeased with me if I attempt to show cause to absolve the memory of the late Collector, Mr. Hathaway, from any imputation of want of energy, or of judgment, in having abstained from the proposal of a scheme of special relief up to the date of his lamented death. It would be wholly superfluous in me to dwell on the high character and unbounded charity which distinguished that able public servant.

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3. The loss of a crop over a fourth part of the district was no doubt a calamity. The succeeding drought which destroyed the cattle was a still greater, but I would again refer to the reports made by Mr. Hathaway. He, in the latter part of 1865, wrote strongly on the loss of crop, for the purpose of obtaining from the Board of Revenue sanction to make large remissions on the uncultivated and withered crop-lands, which, when occurring on the very lightly assessed dry soils, averaging 12 Annas per acre, are not usually entitled to such indulgence. The profits of cotton had been enormous, and the high prices of grain press more on persons with small fixed salaries than on labourers, who are usually paid in grain.

16th November 1865, Board's Proceedings, dated 7th December 1865, No. 7,824.

4. Mr. Hathaway's propositions were most liberal, but were made in advance of a thorough inquiry, which was completed by me, and all the indulgence solicited was granted by the Board of Revenue. That the failure of a crop, which is looked to for the forage of the cattle, until the June rains produce grass for pasture, should have necessitated the departure of a large number of petty cultivators from a country where they could not remain and preserve their cattle, may be lamented, but could by no human foresight have been prevented.

5. Spending any amount of money on road-making would have had no useful result, at the commencement of the year, as regards this class of people. Their cattle are their most valued stock, far more so than any immovable property, which they might temporarily abandon. Their wealth is packed in small compass. A few brass pots constitute their furniture, and their gold or silver ornaments their realized capital.

6. In regard also to the distress obtaining among the non-agricultural classes, called the "lowest classes," consisting of gipsy tribes and the like, who were reported to subsist on pounded tamarind seeds. In other countries the privations of such classes would be met by local charity, rather than by a demand on the public purse; and, as regards public works, I have stated in my former letter that there were more than Rupees 2,00,000 available for expenditure in the Department Public Works, besides the Railway under construction.

7th April 1866.

7. I have, during my circuit, had a similar experience with the Sanitary Commissioner of the difficulty of obtaining reliable statistics without the aid of the usual channels of information. I rode through a number of villages in Gooty talook, where the loss of cattle was very great, but when I came to compare the allegations of the ryots with the records of the talook, I found that great exaggerations had been made. The village and talook authorities had no inducement whatever to understate the losses, so I am inclined to credit them, rather than the more interested parties. It had got abroad that the replacement of the lost cattle was under contemplation.

8. A more reliable criterion of the state of a district than carelessly prepared native reports, or limited enquiries is, I think, to be found in the result of the sale of the Abkarry, or liquor monopoly, which shows the use of luxuries by the population. I allude to this subject, which apparently escaped the notice of the Board of Revenue in the letter of reply.

9. The contracts for the district were sold by Mr. Foster on the 24th of May, and instead of Rupees 5,03,900, which was their former amount, and was their upset price, they realized the enormous amount of Rupees 9,02,400. As the sole profit to be derived from these contracts is the supply of liquor at a minimum price on a corresponding large scale to the mass of the population, it must be allowed that the state of the district, up to the date of sale, to justify such competition must have been one of general prosperity. The date from which the new contracts were to run was the 1st of July, and that most of these men are now ruined, their liabilities commencing only from that date, rather supports than invalidates my argument. This fact may also serve to explain why Mr. Foster, in face of such competition, might be slow to perceive the necessity of special relief, which I took it upon myself to apply for in anticipation of its necessity on remarking the lateness of the usual rains.

No. 443. From the same Officer, dated Bellary, 18th February 1867, No. 12.

1. For fear of making my letter to Government of the 23rd ultimo, No. 4, tediously long, I did not advert to the system of relief which was provided with the funds placed at our disposal by the Madras Central Relief Committee. I observe that it has been stated, or implied in the Sanitary Commissioner's report, that the grain was given in an uncooked form, that no liquid food had been thought of for the young, the emaciated, and the aged, and that the quantity given was insufficient.

2. As I had sent a long report on the system of relief, through the Secretary of the Famine Committee at Madras, which contained the whole detail of relief houses and administration of food, I thought it would be an unnecessary repetition to state again what is recorded there; but in case the report adverted to, dated 10th December 1866, should not, as I requested, have been submitted to Government, I have the honour to state, that, with one exception, in the Cowl Bazaar, superintended by a Committee of gentlemen (whom I could advise, but not order), the relief food throughout the district provided by the funds of the Madras Relief Committee was, previously to the Sanitary Commissioner's arrival, given in a cooked form; it was composed of raggy or cholum, boiled with the condiments of salt, chillies, and moistened with tamarind water, which is the usual cooked food of the population; that we tried giving liquid food, *i. e.*, conjee, or rice water, to the young, &c., but that rice in any form not being the food of the population, was not appreciated, and was discontinued at Bellary, and not proposed elsewhere in consequence; and that on comparing the Bellary with the Madras measures, allowing three Bellary to two Madras measures, the quantity of food given to each exactly corresponded with the allowance given in the Madras Relief-houses.

3. I recently learned that the occasion on which an insufficiency of food was provided, was when a greatly increased number of applicants appeared in Kudlighi talook; but this was not the rule, but the exception; and the remedy was simple, to have cooked an additional supply. It would have been a waste of grain to have provided for double the usual number relieved, as cooked grain ferments, and is uneatable the second day.

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4. I have visited a great number of Relief-houses, between Bellary and Madacsera, in a 300-mile tour, in eight out of the fifteen talooks, and found that a sufficiency of proper food was prepared, and further that some country blankets and coarse cloths were issued to the most necessitous of the applicants, especially the very aged, and to those who had families of children. There is now a considerable diminution in the number receiving charitable relief.

No. 444. From W. S. FOSTER, Esq., Acting Sub-Collector of Bellary, to the Chief Secretary to Government, dated Raidroog, 16th February 1867, No. 11.

1. I have the honour to acknowledge the receipt of the Order of Government, No. 73, dated January 10th, 1867, and I beg to make the following observations on Mr. Ellis' remarks regarding me. The only charges made against me are the want of energetic administrative action, and giving in the Season Reports only faint and imperfect pictures of the distress.

2. I must first observe that I was called on to take charge of the Collectorate before I had been a week in the district. During those few days I had not been able to make myself personally acquainted with the state of the distress, and while I was in charge of the district I had most of the Collector's and Sub-Collector's work to perform, and this fully occupied my time every day. I was thus unable to travel about the district, and I trust Government will allow that this was from no unwillingness on my part, considering that as soon as I was relieved by Mr. Wedderburn I went through all the talooks of my division. I was thus, while in charge of the district, unable to judge of its state from personal observations; I had to write the Season Reports from those I received from the Tahsildars, but though I was unable to supplement these reports with particular instances of distress that had come under my own observation, I submit that the Season Reports gave no faint picture of what was really being endured. Government had been informed that the distress was worse than it had ever been before, and they were well aware of what the distress of 1854 was. For a short time rain fell, and it was generally thought that the monsoon had set in, but it ceased as suddenly as it had come, and the season reports returned to their old story of the distress; how that it still continued, and was felt by men and cattle; how that there was want of water, as well as of provisions and fodder, to such an extent that the poor were driven to subsist on tamarind and date seeds.

3. With reference to the charge of my failing in energetic administrative action, I imagine that the failure is said to consist only in my not applying for relief; as to my not applying for relief in grain, it must be remembered that there was a similar scarcity in Bellary in 1864. Government were then asked to send up some grain, and in their Order No. 931, dated March 17th, 1864, Military Department, they replied that "The Governor in Council has resolved not to entertain the "proopsal to purchase grain and convey it to Bellary with the view of counteracting "the scarcity there." And the Board of Revenue, in communicating this order, remark that "in times of scarcity the only course for the authorities to adopt is to "ensure as far as possible every facility and perfect security to the importers and

"sellers of grain." There are the same reasons against Government giving away grain gratuitously as there are against their selling it, and I therefore considered that I ought not to request Government to send up any grain.

4. I now come to the question, Why I did not apply for relief in money? On being called on by the Board of Revenue to state whether any remedial measures were then called for, I replied that rain had fallen, and I also gave my reasons for not applying for money relief. This letter was submitted to Government, who recorded it. I therefore supposed that Government had no fault to find with the views I expressed. Certainly, the rain ceased in a very short time, but I did not apply for aid for the reasons I had formerly given. It must be borne in mind that the distress consisted of a want of water for drinking purposes, as much as a want of food, and no amount of relief in money would have given the people drinking water. I therefore said that if works were carried on, it would have the effect of massing a number of people together in a place where there was water for but a very few.

5. Mr. Ellis remarks that "there was no real or continuous difficulty in "purchasing grain in moderate quantities," leading one to the conclusion that if only money were given to the poorer classes, it would have enabled them to provide themselves with food. But in this I must beg to differ from him: in one of the Kusbah towns of my division I was unable to purchase grain, offer what price I would. I have also had the people employed on the special relief works throw down their money before me, asking me what was the use of it as it would not buy them grain; and I have had to send long distances to purchase it for relief houses. I believe the merchants were in possession of a much larger supply than they would bring to the market, and a much larger supply than they required for their own use; but I still believe there was an actual insufficiency of grain for the whole people, and I therefore thought that a large amount of money poured into the district would only have the tendency of considerably raising the prices, while it added nothing to the supply, and thus involve a greater number of people in the prevailing distress. I thought all the time that grain was required rather than money, and, as I have before said, I felt myself precluded from asking for it by the Government Order I have referred to.

6. In this letter I have tried to give the reasons that promted my conduct at the time. Subsequent events have proved that to some extent I was wrong. For instance, I found out afterwards that in some talooks, but not all, the poor were flocking into the Kusbah towns, so that employment on the public works had the effect of separating them instead of bringing them together; but this was a state of things I did not know until I had the opportunity of personal examination, and it was a state of things little likely to be foreseen. And I must trust to Government to do me the justice of remembering that they are judging me with the additional information that subsequent events have afforded, while I, besides the Government Orders and Board's Proceedings I have already alluded to, had nothing whatever to guide me.

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No. 445. From W. S. LILLY, Esq., Head Assistant Collector of Bellary, to the Secretary to Government, Revenue Department, Fort Saint George, dated Bellary, 22nd January 1867.

1. I have the honour to avail myself of the permission given me by Government in paragraph 1 of their Order, No. 73, dated the 10th instant, to submit a few observations on the remarks made regarding me by the Honourable R. S. Ellis in his report on the recent distress in this district.

2. The portions of Mr. Ellis' report which appear to call for notice from me are the following:—

"The Head Assistant in charge of four important talooks, in answer to a return called for, states, that only one of his talooks, with the exception of Hospett, in which he is stationed, was visited by him from April to August 1866, the period when distress was most prevalent in the Bellary district. The talook visited was Hoovinhadagally, in which he spent eight days, halting at three towns, and inspecting the villages adjacent to those towns. The talook of Kudlighee, in which the distress was probably more severe than in any other portion of the Bellary district, was not once visited during this period by the Head Assistant.

"This inactivity on the part of officers in charge of important divisions is at all times injurious to the interests of a district, but it was especially so when all classes in the district required encouragement, and when accurate personal knowledge of the condition of different parts of the district was absolutely necessary in order to apply remedial measures.

"I must exempt from these remarks Mr. Foster, the officer in charge of the "Bellary Sub-division. During July and August he visited every talook in his "charge, remaining in each for a sufficient period."

3. Mr. Ellis appears to consider that I displayed a want of activity especially injurious to the interests of the district, in omitting to visit, during the period he specifies, two of my four talooks, the talook of Kudlighee, which it would seem he has been led to believe was one of the most heavily afflicted talooks, being one of the two.

4. I may at once assign as my chief reasons for not visiting those talooks, that I believed that what I saw in Hospett and Hoovinhadagally gave me an accurate idea of the state of the division generally, and that the work of my office, always heavy, was then so greatly in excess of the normal rate, as to render it undesirable that any time should be devoted to travelling which it was not absolutely necessary for me to undertake.

5. It will probably be sufficient to vindicate myself from the charge of inactivity, if I briefly exhibit the work performed in my Office during May, June, July, and August 1866. In those four months I disposed of 89 criminal cases; heard and passed orders on 285 criminal and miscellaneous petitions; wrote 220 English official letters, besides a large number of demi-officials; and conducted the Settlement of the talook of Hospett, a duty which unexpectedly fell to me on the death of the late Collector Mr. Hathaway. When it is remembered that the hearing and disposal of the vernacular correspondence of four large talooks consumes on an average not less than an hour and a half daily, and that a Revenue Officer in charge of a division has multifarious duties of more or less importance to perform,

which do not in most cases admit of postponement, and which make an equal inroad into his day, I think Government will consider that the business of my office was fully sufficient to occupy the whole of my time. In fact it pressed so heavily on my insufficient establishment that, as I found myself compelled to represent to the Collector, some of them were not only obliged to remain at the Cutcherry until late at night, but had also frequently to give up their Sundays to the accomplishment of their work.

6. It is scarcely too much to say that constant marching during this heavy pressure of business would have thrown it into hopeless arrears. Clerks on Rupees 20 and Rupees 15 a month cannot be expected to travel expeditiously on horseback or by bullock-coach, but have to perform their journeys on foot, and the loss of time while moving about the district is therefore very great. It appeared to me that, under such circumstances, nothing but the orders of my superior officers or the most urgent and patent necessity would have justified me in setting out on a prolonged tour.

7. I received no such orders, nor even an intimation that it was considered desirable that I should visit and report on the whole of my division, nor did the accounts which I received from my Tahsildars lead me to consider that such a course was necessary. From the enquiries I made, I was led to think that the forty or fifty villages I inspected in the talooks of Hospett and Hoovinhadagally gave me a correct impression of the state of my charge generally, and that a tour in Kudlighee and Hurpenhully would have added little to my information regarding the actual condition of the people.

8. The most searching inquiries, subsequently instituted, have not led me to change that opinion. Hurpenhully undoubtedly suffered less than any other part of my charge. The accounts which reached me from Kudlighee in August, when the distress was at its height, certainly gave no such picture of the state of that talook as Mr. Ellis has drawn in his report, nor did the information which I obtained from personal inquiry of the ryots, during my tour in October, lead me to the conclusion that the distress from the high rates of grain and the difficulty of procuring employment had been exceptionally great. The average price of cholum was lower during the period to which Mr. Ellis refers in Kudlighee than in Hospett. Up to the 8th of August no deaths from starvation had occurred in Kudlighee; indeed, up to the end of that month no information of any reached me, while in July eight such had been reported in other parts of my division. From these facts, as well as from the information which reached me from every source, official and unofficial, I came to the conclusion that Kudlighee was not suffering so much as some other parts of my division, and that my presence was less urgently required there. It is true that there was a large emigration from Kudlighee, but this appeared to be chiefly due to the appalling severity with which cholera raged throughout that talook.

9. Another consideration which rendered any lengthened absence from my head-quarters undesirable, was the grave apprehensions which were entertained during the scarcity of an outbreak in the neighbouring town of Chitawadigi, the great grain market of the division. The consequences of such an outbreak would

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have been most serious, and the example thus set would probably have been widely followed.

10. Mr. Ellis, after passing nineteen days in the town of Bellary, one day in an outlying village of that talook, six days in the talook of Hospett, three days in the talook of Kudlighee, and two days in the talook of Alur, found himself, as he states in page 1 of his Report, able to convey a correct idea of what had been the condition of the fifteen talooks of the Bellary District during the preceding nine months. Living as I did in the midst of my division, during the time when the distress was greatest, there would seem to be nothing very unreasonable in the supposition that I might have acquired an accurate impression of the condition of the four talooks under my charge by visiting those two, which all accounts which reached me led me to think were the most heavily afflicted.

11. I must, in passing, beg leave to advert to a remark made by Mr. Ellis in page 3 of his Report, that the Talook Returns of the deaths from starvation are grossly incorrect. It is with the greatest diffidence that I take upon myself to question the correctness of any opinion expressed by Mr. Ellis; but it would appear to be due to the heads of the villages and the officers in charge of the talooks of my division, to state that, so far from shewing any disposition to extenuate the severity of the distress, they appeared to be desirous, in every instance which came under my notice, to give the darkest descriptions of the sufferings which prevailed in their respective charges. On several occasions I found on actual inspection that the state of things in villages, where the greatest misery was alleged to prevail, was barely such as to justify the language which has been used. I am unable to see what object our subordinates can be supposed to have had in concealing the amount of destitution, or understating the mortality which resulted from it.

12. It will not, I trust, be considered an unreasonable request if I ask that my administration of my charge during the distress be judged by its results rather than by the number of miles I rode in particular months. As soon as special remedial measures had been judged to be necessary, and had been determined on by those whose position and experience enabled them to judge best of the requirements of the district, the poor-houses in my division were among the first opened, and there was no delay on the part of myself or my subordinates in providing famine works in the localities where they were required. At the time* of Mr. Ellis' visit to my division Rupees 12,293 had been expended upon the famine works sanctioned by Government, and Rupees 17,316 had been contributed by the people under my charge for the relief of their destitute infirm-poor, from which fund, supplemented by a portion of the donation of the Madras Committee, more than fifty poor-houses were being maintained.

* October 1866.

13. The number of poor-houses opened at the same time in the five talooks under the Sub-Collector's charge, which it is admitted, I believe, suffered far more severely than my division, was eleven; the amount which had been subscribed by the people for their support on the 31st of October was Rupees 3,713, and the total expenditure in the Sub-division on famine relief works, up to the same date, was Rupees 10,614. It is with the greatest reluctance that I place in juxtaposition facts which suggest a comparison, the good taste of which may seem to be so open to

question; but the laudation bestowed by Mr. Ellis on the Acting Sub-Collector's locomotion in July and August, following immediately as it does on his remarks regarding my inactivity, appears to render it necessary for me in self-defence to exhibit, for the information of Government, the practical measures which had actually been adopted by each officer for the relief of the distress before the Sanitary Commissioner's visit to my division.

14. I trust the gravity of the censure which Mr. Ellis' remarks regarding me imply, will excuse the length to which these observations have extended.

No. 446. From P. IYALOO NAIDU, Deputy Collector of Bellary, on sick leave, to the Under Secretary to Government, Madras, dated Madras, 21st February 1867.

1. I have the honour to acknowledge the receipt of the Government Proceedings, dated 10th ultimo, No. 73, calling upon me to submit any observations I may wish to offer on Mr. Ellis' remarks made regarding me in his report on the famine of Bellary.

2. The remarks alluded to are these: "In like manner, the Deputy Collector who was in charge of the four important talooks of Alur, Adoni, Gooty, and Tadpatry, appears to have remained almost entirely at his head-quarters, Gooty. One of the most heavily afflicted talook, Alur, was in this officer's charge, and I can only discover from the return furnished by himself that from March to August he passed three days in that talook, and one day in Adoni."

3. In reply I beg to submit that the Jamabandi settlement of the Gooty talook, the disposal of criminal cases, which were on the increase owing to the famine, the settlement of compensation for lands appropriated for the Railway purposes, and the carrying on of the Vernacular and English correspondence Police, Magistrate, Revenue, and Railway, did not permit me to travel more frequently and visit more places than I have done, as shewn in the accompanying statement, which is a copy of one furnished to the Honourable Ellis, C.B., on requisition.

4. Having joined the Bellary District on the 16th March last, I visited all the talooks of my division soon afterwards. The work connected with Railway having rendered my return to Gooty necessary, I remained a few days at that place, but being attacked with dysentery and fever, was not able to leave it before the 18th April for Tadpatry, where I had to settle compensation for lands taken for the Railway.

5. In the Tadpatry talook I spent a few days in visiting a few villages and disposing of some cases of compensation, but the death of Mr. Hathaway having increased my charge by the addition of the Raidroog talook to it, required my removal to Gooty, at which I arrived on the 27th of April.

6. Shortly afterwards I commenced the Jamabandi of that talook, and could complete it only in the latter part of June. The distress by famine increased crime, and swelled my criminal file. Talook prison was over-crowded, and I considered its speedy delivery more necessary in order to prevent mortality from epidemics. In May and June I disposed of 14 and 13 criminal cases respectively, in addition to the Jamabandi work, and in July no less than 43 cases, involving 77 prisoners, 46 prosecutors, and 129 witnesses, were decided.

7. I was obliged to hold my Office at Gooty the whole of July, and at Tadpatry during the month of August, in which criminal cases disposed of, in additional to the Railway work, were thirty-six in number.

8. The very heavy work that devolved upon me in the Bellary District obliged me to devote to its performance not less than ten hours a day, and has severely told upon my constitution, which was already rendered weak by my employment for twenty-four years on arduous duties in several districts.

9. I am sorry to add that ill-health prevented me from submitting this reply earlier.

Statement showing the places visited by the General Deputy Collector of Bellary from 16th March up to August 1866.

Places halted and visited.	From what to what date.	Number of days.	Remarks.
Jackkulchervoo, Gooty talook ...	16th March 1866.		Visited several other villages on my way from one talook to another, and along the Railway under construction in the talooks of Gooty and Tadpatry.
Tadpatry	17th and 18th do. ,,		
Gooty	19th to 28th do. ,,	10	
Guntakul, Gooty talook	29th do. ,,		
Alur	30th and 31st do. ,,		
From Alur to Adoni	1st April ,,		
Adoni	2nd do. ,,		
Travelling to Gooty	3rd do. ,,		
Gooty	4th to 17th do. ,,	14	
Royelchervoo, Tadpatry talook ...	18th and 19th do. ,,		
Jootoor	20th do. ,,		
Tadpatry	21st to 26th do. ,,	6	
Gooty	27th do. ,,		
Gooty	28th to 30th do. ,,	3	
Gooty	1st to 31st May ,,	31	
Gooty	1st to 18th June ,,	18	
Pamedee	19th do. ,,		
Gooty	20th to 28th do. ,,	9	
From Gooty to Bellary	29th do. ,,		
Bellary	30th do. ,,		
From Bellary to Gooty	1st and 2nd July ,,		
Gooty	3rd to 9th do. ,,		
Yadakee, Tadpatry talook	10th do. ,,	7	
Gooty	11th to 18th do. ,,	8	
Kristipad and Gooty	19th do. ,,		
Gooty	20th and 21st do. ,,	2	
Narsapoor and Gooty	22nd do. ,,		
Gooty	23rd to 31st do. ,,	9	
Gooty	1st to 6th August ,,	6	
Royelchervoo, Tadpatry talook ...	7th do. ,,		
Tadpatry	8th to 31st do. ,,	24	

(Signed) P. IYALOO NAIDU,
Deputy Collector.

GOOTY,
19th November 1866.

No. 447. From H. E. SULLIVAN, Esq., Acting Civil and Session Judge of Bellary, to the Secretary to Government, Revenue Department, Fort Saint George, dated Bellary, 23rd January 1867, No. 5.

1. I have the honour to acknowledge receipt of the Order of Government, dated 10th instant, No. 73, transmitting the Sanitary Commissioner's report on the distressed districts of Bellary and Kurnool, and on the arrangements made for the relief of the inhabitants by the local authorities, and availing myself of the permission therein conveyed, will as briefly as possible explain the course of action followed by me with reference to the distress which prevailed amongst the inhabitants of the Putticondah talook during the short period I was in charge of the Kurnool district. As I write chiefly from memory, I trust that any inaccuracies into which I may be betrayed as to dates, &c., may be excused.

2. Mr. Ellis seems to be of opinion that the local officers in the Bellary and Kurnool districts failed in their duty—

1*st*.—In not foreseeing and providing against the distress which resulted.

2*nd*.—In the tardy application of remedial measures when the crisis arrived.

3*rd*.—In failing to visit the localities where distress prevailed.

3. With regard to the first point, so far as the Putticondah talook in the Kurnool district is concerned—Because there had been an unfavourable harvest in 1865 the Sanitary Commissioner asserts that "there were early indications that "there would be severe suffering among the poorer ryots and labourers" in the ensuing year. I was perfectly aware of the partial failure of the crops in this talook in 1865, and I was also aware that in consequence of the representations of my predecessor, the Board of Revenue, departing from the established rule in such cases, had sanctioned a remission of the assessment on the dry crops to the extent of nearly 30,000 Rupees. Taking this indulgence into consideration, the known fact that in preceding years the ryots had realized large profits by the cultivation of cotton; that there was a demand for labour on the railway works, which were being carried on in the vicinity; that grain, though high in price, was plentiful in the adjoining talook of Koilgoontla, and that the interval between the two monsoons is always a dull season for agricultural labour, it did not appear to me when I took charge of the Kurnool district in April 1866, that at that time the condition of the ryots of Putticondah was of a nature to entitle them to any special relief. Whether such a measure might eventually be necessary, was dependent on the failure or otherwise of the south-west monsoon. In the meantime I was in constant communication with the Deputy Collector in charge of the talook, and we both agreed, up to the month of June, that though undoubtedly the ryots of Putticondah felt the pressure of the times more than the inhabitants of other parts of the district, they were not reduced to such straits as to render special relief necessary.

4. This brings me to the second point noticed by Mr. Ellis. The advent of the rains from the south-west was late. Early in June storms and partial showers indicated their approach; but if my recollection serves me right, the monsoon did not fairly set in till the latter end of the month or the beginning of July. Reports of abundance of rain reached me from all parts of the district except Putticondah, and I determined to visit the talook and judge for myself what was best to be done. I arrived there, I think, in the first week of August, why I did not get there earlier will be explained below. I certainly was agreeably surprised at the first aspect of the country. All around my camp the young crops, which had been sown during the showers which had fallen in June, were looking well, and I was inclined to think that the state of affairs had been somewhat exaggerated. A little inquiry, however, shewed me that the resources of the poorer part of the population had now been strained to the utmost. The rains which were falling in other parts of the district only descended partially in Putticondah, the prospect of even the next harvest was precarious, and in the meantime many were hard put to it for the means of subsistence. Under these circumstances I lost no time in recommending the commencement of those works which are still being carried on in the talook.

5. With reference to the third point noticed by Mr. Ellis, I would observe that I took charge of the district in April. I had always been employed in the south of the Presidency, and then found myself in a country entirely new to me, with a good amount of arrears of work to bring up. Several administrative measures, some partially carried out and others proposed had to be reported on, which, together with the necessity of acquiring some insight into the past history and system of the district, prevented my leaving Kurnool during the months of April and May. In June I started on a tour through the Nundial and Sirwell talooks, intending to work round through Koilgoontlah and Putticondah, but having got as far as Sirwell various causes obliged me to return to Kurnool. I had no experienced Assistant to leave in charge* of the town, grain riots were anticipated, the new Municipal Act had to be inaugurated, and I was urged to return to headquarters for a time. The introduction of the new Act, restoring confidence to the grain dealers, the institution of a Relief Fund, and a somewhat tedious inquiry into a criminal charge preferred by the Municipality against an ex-Deputy Collector, prevented my leaving Kurnool till the end of July. I then proceeded direct to the Putticondah talook, and remained there for the best part of the ensuing month. During my stay there I proposed certain relief works, which were promptly sanctioned by Government. On receipt of this sanction I at once entered into arrangements with the Irrigation Company for a supply of tools, which were despatched as fast as carriage could be procured for them to the Deputy Collector in charge of the talook. It was my full intention to have returned myself to see that the funds were properly applied, but about a week after my return to Kurnool I received a telegram directing me to proceed to Bellary.

* My anxiety to visit the Putticondah talook, and my regret at being so long prevented from doing so, find expression I think in the letter I addressed to Government, asking for a passed Assistant to be permanently stationed at Kurnool.

6. Mr. Ellis says that the sufferings endured by the people of this talook were similar to those endured by the inhabitants of the Bellary district. There he says "It was not an unusual thing to find lying on the roads and streets the "dead bodies of famished wayfarers," who had left their homes and sought employment elsewhere. What the state of the Bellary district was I have no means of knowing, but I put it fairly to Mr. Ellis whether he has evidence to substantiate an assertion of this nature with reference to the Putticondah talook in the Kurnool district. When he visited it he describes this part of the district as "most promising." "All the crops," he says, "except the cholum, give a fair promise of a more

than average harvest." Now, how were these crops raised if the labouring population had emigrated and perished by the way-side for want of food, and the cattle for want of forage, and who was in the best position to ascertain the real state of the case? A gentleman who paid a passing visit to the place after the storm had blown over, or the Collector of the district who was encamped there when it was at its height. He (Mr. Ellis) must have had means of obtaining information after the event, which failed me at the time it occurred, for during the period I was at Peapully, and in the course of my rides about the country, the state of things described by him did *not* come under my notice. Prices were very high, and there was an outbreak of cholera, but the Putticondah talook did not differ from the rest of the district in either of these respects. Had the people been actually dying for want of food, as Mr. Ellis' report would lead one to believe, should I not have been daily besieged by clamorous multitudes? or should I not in the course of my rides have seen some indications of it? It would have been very easy for me to have depicted the condition of the people in colours as dark as those used by the Sanitary Commissioner, and, under ordinary circumstances, I should probably have applied for relief earlier than I did, but I had always before me the fact that famine and disease in their worst aspects were devastating other parts of India, and feeling that though the distress of the people under my charge was undoubtedly great, the necessities of others were greater, I postponed diverting the channels of relief in our direction as long as possible. Whether I delayed too long is a matter of opinion; but at the present moment I think my judgment was correct. When in the Putticondah talook I recommended, at the suggestion of Mr. Forbes, the Civil Judge, that employment should be found for the able-bodied poor in the vicinity of Kurnool, by an advance of money being made to the Irrigation Company. This proposition the Government were unable to entertain; but signified their willingness to grant a sum to be expended on relief works. I returned just at this time to Kurnool, and finding that the rate of wages for daily labour was high, and that the people resolutely stood out for it, and that the aged and infirm from all parts of the district were fed at the Kurnool relief-house, I declined the proffered grant, feeling convinced that when the labouring population refused to follow their ordinary avocations, except on their own terms, it was useless to offer them a mere subsistence wage.

7. I give Mr. Ellis every credit for having simply recorded his honest convictions; but at the same time I think he has jumped a little too hastily at his conclusions, and I cannot but regret that when he was here or after he had visited Kurnool and Putticondah he did not think it necessary to ask me a single question regarding the state of the district during the time I presided over it. I am not aware whence he derived his information, but I am in a position to shew that some of his statements are incorrect, and others calculated to mislead. For instance, he says that "cholera prevailed during June, July, August, and September." The disease was most virulent at Peapully where I was, but it disappeared entirely from the talook early in August, and towards the end of the month the place was so healthy that my family were able to join me in camp. Again, it is quite true that cholum was at one time selling at 4½ and 5 measures the rupee in the Putticondah talook, but it sold at the same rate in other parts of the district, and at

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Kurnool itself, so that the people there were not worse off than their neighbours. But I have already written at greater length than I intended. In conclusion, I will only say that though prices were high throughout the district, and there was in consequence a good deal of distress, there was, strictly speaking, no famine; for the markets were well-supplied, and the stock of grain in the district was sufficient to admit of large quantities being exported to Bellary. Under these circumstances, I submit that it would have been most injudicious if I had sought to divert the stream of public benevolence from the localities where it was most needed earlier than I did. I should thereby have perhaps cheaply earned a reputation for energy and humanity, and should not, as now, have been branded as indifferent to the sufferings of the people under my charge. Whether I really was so or not I now leave to Government to determine. I may have committed an error of judgment, but to a charge of indifference or neglect I plead not guilty.

A re-perusal of Mr. Ellis' report induces me to add one more remark. He says, "In consultation with the Collector, Mr. Pochin, and the Superintending Engineer, Major Moberly, relief works calculated to cost Rupees 24,120 have been "*projected and commenced* in the Putticondah talook," an enumeration of the works then follows. Any one reading the report would imagine that these works originated with the Sanitary Commissioner. I respectfully beg leave to refer the Government to my reports on the subject written in August last, where they will find that the identical works, with the exception of repairs to tanks and channels, were proposed by me, and a sum allotted by Government for their commencement just before I was removed from the district.

No. 448. Proceedings of the Board of Revenue, dated 12th March 1867, No. 1,517.

Read Government Order, dated 7th January 1867, forwarding, for Board's remarks, special report from Sanitary Commissioner, on distressed districts of Bellary and Kurnool.

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1. With the foregoing Order the Board have been furnished by Government with a copy of the Honourable Mr. Ellis's second report of his special mission to Bellary, with a view to their submitting "any observations they wish to offer" on it.

2. The Board presume that it is not the intention of Government that they should review Mr. Ellis's statements *seriatim*. They will, therefore, limit their remarks to the really important points discussed by him, so as to enable Government to judge how far their measures were adequate to meet the actual state of affairs at each stage. They observe that the local officers have been desired to submit their observations direct to Government.

3. Mr. Ellis's information on the state of the district prior to his arrival is derived from inquiries made during a month's residence and travelling in October last. There can be no doubt, as he remarks, that "it is always difficult in India to obtain accurate information," and in his case the difficulty must have been enhanced by the circumstance that the object of his mission, viz., to afford relief to the people, was generally known, and must naturally have operated as an incentive to them to exaggerate their past and present distress.

4. Mr. Ellis is apparently of opinion that, with the information which was before them in November 1865, the Board shewed a want of foresight in not then considering that the state of the Bellary District was "critical." He quotes the tenor of their orders to the Collector in December of that year, as proving that they did not appreciate the danger of a scarcity, and he submits that, with the knowledge which they possessed of the peculiar circumstances of the district, they ought then to have made every preparation to meet the impending crisis. He then proceeds to summarize the reports which were addressed to the Board on the state of the district between the early part of April and the end of July, and he implies that a want of promptness was even then exhibited in directing the adoption of the remedial measures which the facts stated in the several reports in his opinion rendered undoubtedly necessary.

5. In support of his belief that the tardy application of relief was in part owing to the want of a proper appreciation by the Board of the danger of the crisis, Mr. Ellis adduces arguments to shew that the state of the Bellary District previous to the year 1866 was such as to justify grave apprehensions on the part of the controlling authority, but the description which Mr. Ellis gives of the "condition of the Bellary district previous to 1866" is in several respects erroneous, and is generally overcoloured. Mr. Ellis declares that its state towards the end of 1865, from various causes, was such as made "even a partial failure of the ordinary rains a matter for serious anxiety." The chief of these causes according to Mr. Ellis, was the substitution of cotton for cereals "over a large extent of country," but Mr. Ellis is altogether wrong in this statement, for so far from there having been any reduction in the extent of land devoted to cereals, there was an actual net increase of 84,000 acres, exclusive of Inam lands, in the three years preceding 1865-66. Thus the great increase of *cotton* was not at the expense of grain cultivation, and if, as Mr. Ellis seems to hold, the safety of a district from famine depends not on its possessing ample means of buying food, but on its actually growing what it consumes, then, even from that point of view, Bellary was not in the imminent danger he represents; and this is in fact admitted by Mr. Ellis, who in another part of his report says, "I believe that there "was throughout the year a sufficient store of grain within the district itself for "the maintenance of the population."

Fusly.	Total cultivation of Government land, exclusive of Inams.	Total cotton cultivation, *inclusive* of Inams.	Area devoted to ordinary grain cultivation.
	Acres.	Acres.	Acres.
1271 ...	22,76,735	2,94,287	19 82,492
1272 ...	23,96,725	3,89,527	20,07,198
1273 ...	24,19,365	4,66,013	19,62,862
1274 ...	24,88,665	4,16,741	20,71,924

6. The Board have noticed in their former Proceedings the remarks made by Mr. Ellis in his first report, and now repeated in his second, on their reply to Mr. Hathaway's application, dated the 16th November 1865, for leave to remit a portion of the assessment. Mr. Hathaway stated that, owing to the failure of the rains, 6,24,000 acres, (or 25 per cent. of the whole area occupied for cultivation,) assessed at Rupees 5,54,000, had been left waste, and he requested permission to remit the assessment on all lands left waste, and on all withered crops both on irrigated and unirrigated land. Before shewing how they dealt with this applica-

tion, the Board would point out that Mr. Hathaway's proposals applied only to one class of the population, viz., the landholder class, (numbering 125,000 in a population of 1¼ millions). They did not extend to the general population, as might be inferred from Mr. Ellis's remarks, nor did Mr. Hathaway's anxiety for an early reply indicate either that there was a want of grain in the district, or any fear of an impending famine. He was urgent on that point from his wish to prepare the necessary accounts in time for the Settlement. The Board referred Mr. Hathaway to the standing orders, which enabled him, without reference to them, to remit the Government demand on irrigated land left waste for want of water, and on irrigated land on which the crops had withered, and they specially authorized him to grant remissions at his discretion for unirrigated land left waste. Under this sanction Mr. Hathaway was at liberty to remit the entire sum of Rupees 5,54,000 abovementioned. But as regards withered crops on unirrigated land they reserved their decision, until he should furnish them with the further information which he had stated he was engaged in collecting. On making the settlement of the district some months after the date of this report of Mr. Hathaway's it was found by the District Officers that, instead of 6,24,000 acres as supposed by Mr. Hathaway, only 2,86,879 acres had been actually left waste, and, eventually, it was found necessary to remit only Rupees 1,60,956 of the assessment.

7. It will thus be seen that the Board immediately granted a large portion of the relief considered necessary by the local officers, and ultimately allowed all that was required. In pointing out to the Collector that care was necessary in dealing with applications for remission, the Board were guided by the *then* circumstances of the district. The enormous prices which the ryots had been realizing for their cotton, and indeed for all produce, had added greatly to their resources, and the taxation of the district had been considerably lightened by the abolition of the Moturpha and the Income taxes, by a reduction in the rates of the assessment, by the abolition of the special tax on wells, and by the enfranchisement of Inams. The Board have already estimated the profits from cotton alone at a million and three-quarters sterling, and hence they submit that in December 1865, when there was no reason to anticipate failure of rain in July 1866, there was nothing inappropriate in their pressing these circumstances on the Collector's attention.

Vide Board's Proceedings, 12th December 1866, No. 8,819, paragraph 11.

8. Mr. Ellis also calls attention to the "isolation" of the Bellary District as a special reason why the Board should have been prepared to take alarm at any signs of an approaching scarcity; but as he himself declares that there was an ample store of food in it throughout the year, this is evidently an unimportant characteristic even if it were strictly correct.

9. As to those "preparations" which Mr. Ellis thinks the Board should have made immediately on their becoming aware of the failure of the north-east monsoon in the latter part of 1865, (by calling for frequent and accurate reports,) the answer is obvious. The Board are as a rule furnished with accurate reports of the state of the country and the progress of the season. The fact that in February 1866, they considered it advisable, under special circumstances, to call for special Periodical Reports, does not prove the contrary. The Board wish that Mr. Ellis

had been more explicit in stating what "preparations" were needed, and what "specific measures" he would have had the Board adopt so early as November 1865. He has himself admitted that there was enough grain in the district so that the importation of food was unnecessary. Water, the great want of the district, could not be supplied, and the Government could not be reasonably expected to set relief works on foot merely in anticipation of an emergency that might never occur; and on the other hand, little previous preparation is needed when such works are really called for by an existing state of distress, for on such occasions the kind of work that requires skilled labour, and previously prepared estimates, is not suitable.

10. Though the season during the latter months of 1865 had been very unfavourable, the Board could not foresee, at the beginning of 1866, that in almost every district of the Presidency the rains which usually fall in May, June, and July, would fail in that year, nor, if they had deemed such an event probable, could they have done more in the early part of the year than watch the progress of events. They had this object in view when they called for fortnightly reports from the end of February. They had previously reported to Government that the Season Reports from almost every district were "most disastrous." The Government in replying, desired the Board to instruct the Collectors of the Districts referred to, to keep the Board apprized of the state of the season, and to suggest such remedial measures as they might consider necessary. The Board then issued their orders requiring fortnightly reports.

11. The Government will doubtless thus perceive that Mr. Ellis attaches too much importance to the failure of the seasonable rain in the latter months of 1865, and not enough importance to the failure of the rains in May, June, and July 1866. In an ordinary year the greater portion of the land is brought into cultivation in June, July, and August, and is therefore dependent in a great measure upon the south-west monsoon. Consequently until the Board were aware of the character of this monsoon in 1866, any special action on their part would have been premature; and if by the special remedial measures, to which Mr. Ellis refers as necessary in the early part of 1866, he means the establishment of relief-houses and the commencement of famine works, they submit that such measures would have been at that period most mischievous, as tending to pauperize the people, and to draw away the available labour from those agricultural operations which, with a favourable south-west monsoon, would have been general throughout the district in the months of June and July.

12. The Board will now proceed to consider how far Mr. Ellis is justified in ascribing to them a want of promptness in acting upon the reports received in April, May, and June 1866. The first special report from Bellary (the Report for the first fortnight in March) was not submitted by Mr. Hathaway, the then Collector, till the 7th April, when, as remarked by Mr. Ellis, Mr. Hathaway suggested the cleaning out and deepening old wells in those villages where there was most distress, and vaguely suggested that the people should be employed in making a few district roads. If these suggestions were vague, the fact that nothing more was proposed by Mr. Hathaway proved that at the beginning of April he did not see that more in the way of Government help was needed. The Board immediately replied to Mr.

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Hathaway, and desired him to submit his proposals in a definite shape without delay.

13. The next report was forwarded by the Acting Head Assistant in charge* on the 19th April. This was for the second fortnight in March, and was the one to which Mr. Ellis refers as that in which it was distinctly stated that the distress was greater than in 1854. The words used were, "the distress in the district at present is worse than it ever was." The Board did not think it necessary to do more in respect to this report, than submit it for the information of Government, as only a few days previously (the 13th) they had desired the Collector to submit his proposed measures of relief in a more specific form.

* Mr. Hathaway having died suddenly on the 17th idem.

14. On the 23rd April the Acting Sub-Collector in charge forwarded the report for the first fortnight in April, and at the same time promised to send the definite proposals for which the Board had called from Mr. Hathaway. In this report it was stated that much distress was felt both by men and cattle from want of water, and from the scarcity of provisions and fodder. On the 10th May Mr. Foster reported that the Engineer's funds had been all allotted, and that no part of them was available, for cleaning out wells, or making the district roads proposed by the late Mr. Hathaway, but as the distress had been somewhat lessened by the late rain, he concurred with the Superintending Engineer that no further aid was then needed. The Board expressed surprise that Mr. Foster had not specially reported the fall of rain to which he referred, but this report was of course a cause of hope that the then opening season would be a fair one.

15. The same Officer forwarded on the 22nd May the report for the first fortnight in May. Slight rain had fallen in that fortnight. "Prices had not risen. "The distress arising from want of water and scarcity of provisions still continued." The Board may remark in passing that in the Administration Report for 1865-66, (dated 16th May 1866,) Mr. Foster has explained why prices had continued up to that date much the same as in the preceding official year. The reason assigned was that imports from Mysore and the Nizam's territories had served to keep prices down.

16. The two reports for June were forwarded by Mr. Wedderburn, the late Mr. Hathaway's successor, the first on the 23rd June, and the 2nd on the 7th July. All these reports were likewise submitted to Government as soon as received.

17. On the 18th July the Government ordered the formation of Local Relief Societies, and promised Government aid to the extent of one-third the amount raised by private exertions. But previous to this, Mr. Wedderburn had stated (in a letter to the Acting Secretary to Government, dated 6th July 1866, No. 52,) that he had put public works in progress out of funds in hand, and would address Government "when any further measures of relief were required." In the meanwhile attention was being paid "to the early expenditure of the Budget grants, "which in some measure tends to the present relief of the people."

18. The real crisis had now arrived in consequence of the failure of the south-west monsoon over a large extent of country. Prices which had been high throughout the early part of the year suddenly rose to an alarming extent, and the agricul-

tural classes were left without work at the usual season for work. Steps were *then* taken, both by the public in Madras, and by the Government, to deal with the emergency. On the 22nd of July a public meeting was convened at Madras, to raise subscriptions for the distressed districts; and on the 25th idem the Government recorded their views on the subject. In the orders passed on that date the Government, after adverting to the very unfavourable nature of the reports which had been received from several of the districts, and to the fact that the south-west monsoon had not reached the districts in the south-eastern portions of the Presidency, engaged to supplement private subscriptions wherever raised by granting equivalent sums to the amount subscribed, in order to relieve those of the sufferers who were unable to work, and further desired that in certain districts named, the Collectors should at once commence relief works for the employment of those who were capable of earning something by their labour. From this time the duty of providing relief for the general population devolved on the Relief Committee, of which Mr. Ellis was himself President.

19. In the foregoing remarks the Board have explained the course of their Proceedings up to the date on which a system of relief works and relief-houses was organized, independently of them. The Board from the first were in the receipt of monthly Season Reports, and from the first they anxiously watched the progress of the threatening distress. They desired the Collector to send in specific reports of what he required when he vaguely generalized; they laid all the reports as received before Government; and when the early rains, which at one time promised well and gave encouragement and hope, again disappointed expectations, full powers were given to the Collector to act as occasion might require. It is true that the order conferring these powers was the act of the Government, but before it was passed the First Member of the Board had been in personal communication on the subject with the Chief Secretary to Government, and the Board were well aware that full authority and ample means of relief would be given to the Collectors as soon as the circumstances of the case really required it. They, therefore, fail to see that more could have been expected from the Board. Mr. Ellis refers to their order of the 8th May, calling upon the Acting Collector (the Acting Sub-Collector in charge) "to report whether special measures of relief seemed now called for," as having been "*at last*" issued; but the idea which this expression conveys, viz., that the Board were only then becoming alive to the danger threatening the district, is certainly a wrong one. This order was merely a repetition of the order issued in February, and its object was to apprise Mr. Foster on his assuming charge of the district that the local officers had been already called upon to bring forward any remedial measures they might consider necessary. In the same way the like order was repeated when Mr. Wedderburn subsequently joined the district and forwarded the second report for June. In fact, the three orders, viz., that issued on the 2nd February, and the two subsequent ones, were practically one order pointing out to each Officer, as he took charge of the district, that it rested with him to suggest special and remedial measures whenever they became really necessary. It should also be remarked that shortly before Mr. Wedderburn joined, the Board had been informed that no further aid beyond the Public Works allotments of 1866-67 was needed.

Proceedings of the Madras Government, Revenue Department, 29th June 1867.

20. The Board, after a careful review of the question, are quite unable to concur with Mr. Ellis in thinking that, at the beginning of the year 1866, or in any of the earlier months antecedent to June and July, the people were in such distress that Government ought to have come to their help with relief works and relief-houses. They have already stated that, in their opinion, such action at that period would have been premature and mischievous. No doubt there was considerable distress in these months, but not of such magnitude that private charity could not cope with it, and had there been an ordinary season (from after May) in 1866, the people would not, as the Board believe, have needed any help from Government. The First Member of the Board was in constant private communication with residents of the Bellary District during the months of April, May, and June, and from the tenor of the letters received by him, the Board are quite satisfied that all Mr. Ellis's observations on the condition of the district during these months are the result simply of incorrect information.

21. Mr. Ellis discredits the returns of mortality submitted by the local officers, and considers that the loss of life was very great. The Collector will doubtless touch upon this important question in his reply to the Order of Government, and the Board will only remark that they deem it highly improbable that the District Officers, while carefully reporting deaths of cattle, should have omitted to notice the far more serious matter of the loss of human life.

22. As has been already pointed out, everything tended towards Mr. Ellis's receiving an exaggerated picture of the distress which had been prevalent in the district before his arrival, and a reference to figures and to existing facts renders it quite incredible that the state of things he depicts could have had any real existence. When it can be deduced from the price lists of the Bellary district, that in March, April, and May 1866, the average price of cholum, the staple food of the population, was not ten per cent. in excess of what it had been in some of the previous years, and that the price of second sort rice was considerably below what it had been in the corresponding months of 1864, it is impossible to believe that there was then famine in the land. Nor is it consistent with probability that, (as reported in the Board's Proceedings, dated 27th February 1867, No. 1,207,) the cultivation of the district in the month of January last should be within two per cent. of what it ever was, and that the Collector of the district, after a three months' tour in various parts of it, should have deliberately stated his opinion that there was no occasion to offer any specially favourable terms to the landholders of Bellary, if that province had suffered the serious losses of population and agricultural stock which Mr. Ellis deplores. The Board fully believe that no special measures of relief were needed until the failure of the south-west monsoon was placed beyond doubt. This was not the case until the end of June, and in July those special measures were undertaken. As noticed

Average price per garce of Cholum and second sort rice in the Bellary District.

	Cholum.			Second sort rice.		
	March.	April.	May.	March.	April.	May.
	rs.	rs.	rs.	rs.	rs.	rs.
1864.. ...	426	405	389	620	630	601
1865.. ...	331	320	283	551	522	496
1866... ...	451	413	432	583	538	551

Cultivation up to January.	Acres.
1865	23,12,899
1866	20,74,469
1867	20,52,718

in paragraph 18 above, the direction of these measures was delegated to the General Relief Committee, and their execution devolved upon the local officers.

23. A considerable portion of the foregoing observations apply with equal force to Mr. Ellis's remarks upon the Kurnool District. The Collector's application for permission to grant certain extraordinary remissions of assessment in consequence of the failure of the season in 1865, received the Board's immediate sanction, and until the failure of the south-west monsoon was known, any special measures of assistance would have been premature, the more so as no applications were made by the District Officers on the subject.

24. For the relief of such distress as still exists, no further measures seem requisite. The Collectors of both districts have, the Board believe, ample funds for keeping open the relief-houses and continuing the public works in progress so long as they may be needed, for most, if not all, the projected works entered by Mr. Ellis, in the appendix to his Report were, the Board believe, sanctioned by Government before the receipt of the report. The Collector of Bellary has also been authorized to suspend the collection of the revenue at his discretion beyond the current month. The Government have concurred with the Board in rejecting Mr. Ellis's proposal to make advances to the ryots of the Bellary District on a large scale, and the circumstances of that district have so materially improved, the present season being one of great promise, that such aid is no longer necessary, as has been already reported to Government in the Board's Proceedings, dated 27th February 1867, No. 1,207.

25. As to measures for preventing the recurrence of famine, the Board have addressed the Government in the Proceedings just quoted. They will now only again urge the importance of speedily and vigorously prosecuting the Toombudra Irrigation scheme and completing the Railway, as the most important and certain means of attaining this end.

No. 449. MINUTE BY THE HONORABLE H. D. PHILLIPS,
dated — June 1867.

After carefully perusing the Proceedings of the Board of Revenue, dated 12th March last, and the several communications received direct from Bellary which are in the packet, I find it difficult not to believe that the Report of the Sanitary Commissioner has, in several respects, been framed on exaggerated reports and somewhat incorrect statements. These Proceedings of the Board further impress me with the conviction that the Sanitary Commissioner has not been justified in attributing to the Board a want of foresight in matters which, from their showing, it is clear could not have been foreseen. It is not doubted that when late in 1866, the entire failure of the south-west monsoon was a certainty, the Board, aware of the gravity of the circumstance, specially addressed the Government as to the adoption of urgent and immediate remedial measures. I find nothing in the Report of the Sanitary Commissioner which proves that more could or should have been done by the Board, and am of opinion that their observations on that Report fully acquit them of any blame which the Sanitary Commissioner may have intended to cast on the Board.

In the absence of precise information as to how the Sanitary Commissioner has satisfied himself that the reports of deaths by starvation give an aggregate

which is below the real number, I am inclined to believe that, in the circumstances of the district, the aggregate ascertained by official returns would, if anything, be *in excess* of the true total.

In regard to the Collector, Mr. Wedderburn, it has simply to be determined whether he could better have employed himself by going about his district at the critical period noticed by the Sanitary Commissioner, than by remaining at Bellary, the principal town of the Collectorate.

Seeing that Mr. Wedderburn had a good staff of Covenanted and Uncovenanted Subordinates at his disposal, all of whom were in the districts over which they preside, there is force in the reasons by which he was induced to keep himself stationary at a central point, and certainly he must be regarded as the best judge of what it was proper for him then to do.

Mr. H. E. Sullivan is in nowise deserving of blame, and I am disposed to think that his impressions of the condition of the Patticondah Talook, to which alone his letter has reference, are sound and correct.

Mr. Foster has only to explain away a supposed want of energy in not earlier doing what the Sanitary Commissioner considers should have been early done. I am of opinion that Mr. Foster has very logically shown, that he is not deserving of censure for what he is supposed to have been remiss in not doing.

I would accept Mr. Lilly, the Head Assistant Collector's statements, as an ample refutation of the censure cast by the Sanitary Commissioner on his alleged want of activity during certain portions of the famine period.

Deputy Collector P. Iyaloo Naidoo's explanation is satisfactory. Doubtless, the ordinary duties of an Officer of his class, in separate charge of four talooks, would have supplied sufficient important occupation at his head quarters, and frequent or prolonged absences would have caused obstructions to business. At any rate it was for the Collector, had he deemed it necessary, to control the Deputy Collector's movements, and order that they should be more frequent, if the measure was thought to be advisable.

The same remark is applicable also to the movements of the Sub-Collector and Head Assistant Collector, Messrs. Foster and Lilly.

(Signed) H. D. PHILLIPS.

No. 450. MINUTE BY THE HONORABLE SIR T. PYCROFT, K. C. S. I.,
dated 8th May 1867.

1. I concur with my honourable colleague, Mr. Phillips, that the Board of Revenue and the District Officers of Bellary, the Collector, Acting Sub-Collector, Head Assistant and Deputy Collector, as well as Mr. H. E. Sullivan, late Acting Collector of Kurnool, have fully vindicated themselves from the censure contained

in the Honourable R. S. Ellis' Report, and that their several explanations should be accepted as satisfactory.

2. Further, I cannot but think with my honourable colleague that Mr. Ellis, no doubt unintentionally, has drawn too highly coloured a picture of the distress which prevailed in Bellary and Kurnool in 1865-66. It should be noted that Mr. Ellis did not arrive at Bellary until the crisis had pretty well passed; that he had no previous acquaintance with the district; that he remained in it only a month, about two-thirds of which were spent in the town of Bellary, and was only a few days in Kurnool; and that, as remarked by the Board, "the object of his mission to "afford relief to the people was generally "known, and must naturally have "operated as an incentive to them to exaggerate their past and present distress."

Proceedings, 12th March 1867, paragraph 3.

3. Mr. Ellis' statements are many of them directly impugned by the Board and by the local officers. Thus Mr. Ellis notices, as a circumstance which should have made the condition of the Bellary District at the close of the year 1865 a matter of peculiar solicitude to the Board, that during the three preceding years there had been a marked tendency to substitute over a large extent of country the cultivation of cotton for the usual grains.

Paragraph 5.

The Board, on the contrary, give returns to shew that, although the cultivation of cotton had no doubt largely increased from Fusly 1271 (1861-2) to Fusly 1274 (1864-5), it had not been at the expense of cereals, for that the area devoted to grain cultivation had been higher in Fusly 1274 than in any of the preceding three Fuslies.

4. Mr. Ellis' account of the sufferings of the people in the Putticondah talook of Kurnool is directly contradicted by the late Acting Collector Mr. H. E. Sullivan, who had his camp in the talook for the best part of the month of August, when the distress was at its height.

Letter, 23rd January 1867, paragraph 6, *vide* the whole paragraph.

5. Mr. Ellis says that the distress was probably more severe in the talook of Kudlighi than in any other part of the Bellary District. The Head Assistant, to whose range the talook belongs, writes "the accounts which reached me from "Kudlighi in August, when the distress was at its height, certainly gave no such "picture of the state of that talook as Mr. Ellis has drawn in his report, nor did the "information which I obtained from personal inquiry of the ryots, during my tour "in October, lead me to the conclusion that the distress from the high rates of grain "and the difficulty of procuring employment had been exceptionally great. The "average price of cholum was lower during the period to which Mr. Ellis refers in "Kudlighi than in Hospett. Up to the 8th of August no deaths from starvation "had occurred in Kudlighi; indeed, up to the end of that month no information of "any reached me, while in July eight such had been reported in other parts of my "division. From these facts, as well as from the information which reached me from "every source, official and unofficial, I came to the conclusion that Kudlighi was not

Letter, 22nd January 1867, paragraph 8.

Proceedings of the Madras Government, Revenue Department,
29th June 1867.

"suffering so much as some other parts of my division, and that my presence was "less urgently required there. It is true that there was a large emigration from "Kudlighi, but this appeared to be chiefly due to the appalling severity with which "cholera raged throughout that talook."

Letter, 22nd January 1867, paragraph 11.

6. The same Officer states, as the result of his actual inspection, that Mr Ellis' belief of the returns of death by starvation* being grossly incorrect, *i. e.*, understated, is quite unfounded. The Collector says the same as regards the cattle losses, which on local inquiry he often found grossly exaggerated, and adds "It had got abroad that the replacement of the lost cattle was under contem-"plation."

* In No. 192.

Letter, 25th January 1867, paragraph 7.

7. Nor is Mr. Ellis always consistent with himself. Thus after stating that in many parts of the Bellary District one-half of the cattle had died, for the replacement of which mainly he shortly afterwards recommended advances to the amount of five lacs of Rupees, he adds, "This loss of cattle will be felt for many years in the "district, and will probably reduce the area of cultivation." Yet at the end of his report he states that it is probable that the amount of land now taken up for cultivation is considerably more than at a similar period during the last two years.

8. Mr. Ellis states that, "as far as he could learn the distress was more "general throughout the district than in the last famine year 1854. Prices were "higher, and the mortality from epidemic sickness more severe." Prices may have been higher, as the great influx of money into the district has tended to raise them, but I much doubt whether the distress was by any means as great. From Mr. Maltby's Report on the famine of 1853-54, I find that that year followed two unfavourable years. In May 1851 the district was visited by a severe storm. In the year 1852-53 the cultivation suffered from excessive and unseasonable rain. The south-west monsoon of 1853-54 was very scanty, and the north-east monsoon failed very early.* On 29th December 1853 the Collector, Mr. Pelly, applied pressingly for aid, stating that "the poorer orders must "starve or seek subsistence in pillage when their present small stock of food was "exhausted unless Government furnished them with employment on the roads and "other public works." In January 1854 relief works were fully organized, and 8,766 persons employed on them. The number continued rapidly to increase until July, when it was 97,531. In August it was 77,768, and in September 65,869. The monthly advances were, for some months, between two and three lacs of Rupees, and the total expenditure about fourteen lacs. The loss to Government and to the ryots conjointly was estimated at seventy lacs of Rupees. The estimated expenditure on special relief works in 1866-67 for *Bellary* is given by the Sanitary Commissioner at Rupees 4,00,000.

* Note.—The average rain-fall in Fusly 1262 (1852-53) was 28½ inches, in 1263 (1853-54) only 9½, and in some talooks only 3½.

Mr. Maltby's Report, 13th November 1854, P. 17.

What will be the total outlay for Bellary and Kurnool in relief works and relief houses I have not been able to trace, but certainly not half of the sum (fourteen lacs) spent in famine works in Bellary in 1853-54. The decrease of cultivation in 1853-54 as compared with that of the preceding year was Acres 4,45,240. That of 1865-66 as compared with 1864-65 was only 1,80,391 Acres. The collections which in 1853-54 fell below those of 1852-53 in the sum of Rupees 6,06,154, in 1865-66 shewed a decrease below the revenue of 1864-65 of only Rupees 2,46,202. This last result is no doubt in some degree owing to the wealth poured into the district of late years, but the difference between the two years as respects decrease in cultivation could only arise from difference in season.

	Acres.
1852-53	19,22,960
1853-54	14,77,720
	4,45,240
1864-65	24,88,665
1865-66	23,08,274
	1,80,391
	Rs.
1852-53	22,30,162
1853-54	16,24,008
	6,06,154
1864-65	24 48,136
1865-66	22,01,934
	2,46,202

9. Mr. Pelly, afterwards Member of the Board of Revenue, was in 1853-54 Collector of Bellary, and received from the Government well-merited commendation for his foresight and promptitude on the occasion. Mr. Pelly was an intelligent Revenue Officer, thoroughly acquainted with the district of Bellary, in which he had passed the whole of his up-country service. He was an eminently benevolent and humane man, and felt a warm interest in his old district. The Board have stated that he was "in constant private "communication with residents of the "Bellary District during the months of April, May, and June 1866, and from the "tenor of the letters received by him, they are quite satisfied that all Mr. Ellis' obser- "vations on the condition of the district during these months are the result simply "of incorrect information." On no other grounds indeed can I conceive why Mr. Pelly was not as urgent for extraordinary measures of aid to Bellary in 1866 as he was in 1853.

Paragraph 20.

10. Mr. Hathaway, like his predecessor, reported to the Board the unfavourable character of the season at the end of the year, but unlike Mr. Pelly simply recommended certain extraordinary remissions of revenue, and made no allusion to the need of relief works or relief houses. In the preceding year 1864-65 there had been a good harvest (Collector to Board, 26th May 1867, paragraph 11). The district had been greatly enriched by the high prices of cotton, and by the other causes enumerated by the Board in paragraph 7 of their Proceedings, 12th March 1867. More than four months afterwards, or on the 7th April, he merely recommended the clearing out and deepening of old wells in those villages where distress was greatest, and that a few district roads should be made. That he did not advise larger or more specific measures of relief may be set down to remissness on his part, but may, as it seems to me, more fairly be attributed to his belief that

more was not then required. Mr. Hathaway was well acquainted with the Bellary District, having been Collector there since April 1859.

11. The Board authorized all the remissions for which Mr. Hathaway had applied, the greater part immediately, the remainder after some further inquiry. It may be remarked as shewing how liable even experienced officers are to be deceived in such matters, and that the caution indicated in the Board's Proceedings, 7th December 1865, was not altogether unnecessary, that whereas according to Mr. Hathaway's estimate Acres 6,24,000, assessed at Rupees 5,54,000, would probably be left waste, the extent eventually found to have been left uncultivated was only Acres 2,86,879, and the remission given Rupees 1,60,956.

NOTE.—The Board did not lay this correspondence before Government, nor do I think that there was any necessity for their so doing. No action was called for, nor any order beyond what the Board had authority to issue. The granting of remissions for failure of crops is left to the Board, and does not usually form matter of reference to Government. The Collector's previous letter of 8th November 1865, in which he described the season as very unfavourable, had been laid before Government.

12. In regard to what was stated by Mr. Hathaway to the Board in his letter of 16th November 1865, as to the emigration of ryots with their cattle, Mr. Wedderburn explains: "That the "failure of a crop, which is looked to for the forage of the cattle, until the June "rains produce grass for pasture, should have necessitated the departure of a large "number of petty cultivators from a country where they could not remain and "preserve their cattle, may be lamented, but could by no human foresight have "been prevented. Spending any amount of money on road-making would have "had no useful result, at the commencement of the year, as regards this class of "people. Their cattle are their most valued stock, far more so than any im- "movable property, which they might temporarily abandon. Their wealth is "packed in small compass. A few brass pots constitute their furniture, and their "gold or silver ornaments their rea- "lized capital." The parties reported to subsist on tamarind* seeds, &c., are explained by Mr. Wedderburn to have been the lowest non-agricultural classes, consisting of the gipsy tribes and the like. "Agricultural labourers are usually paid in grain."

Letter to Government, 28th January 1867, paragraphs 4 and 5.

Ibid, paragraph 6.

* NOTE.—The use of these and similar substitutes for grain was not peculiar to Bellary but prevailed in other districts *e. g.* in North Arcot and Salem.—See the Report of the Sanitary Commissioner on the distress in those Provinces, 21st September 1866, paragraph 37. Indeed, I believe, that in the more sterile parts of many of our districts the use of wild roots and fruits, as ordinary articles of diet, is more common than is usually supposed. In a bad season they would of course be more freely resorted to.

13. That in a district such as Bellary, with a population reckoned at $1\frac{1}{4}$ million, there should be not a few who are only just able to keep their heads above water in ordinary times, and that any adversity of season must bear hardly on them, cannot be doubted and cannot be prevented. The Government received in June and July last similar accounts from other districts, North Arcot, Salem, and others.

14. The Board remark, justly as I think, that "Mr. Ellis attaches too much "importance to the failure of the season- "able rain in the latter months of 1865,

Proceedings, 12th March 1867, paragraph 11.

"and not enough importance to the failure of the rains in May, June, and July "1866."

15. Mr. Wedderburn states: "My connection with the district commenced in the last week of June 1866, and it was my impression then, as it is my belief now, that had rain fallen, as was expected, in July, there would have been no distress calling for measures of extraordinary relief." Mr. Wedderburn is a Revenue Officer of much experience in the Ceded Districts. He was in charge of the Cuddapah District in August 1854, when the adjoining district of Bellary was visited by famine, and must therefore have known the state of that district at the time, and the measures taken for its relief. As above stated, he did not join the Bellary District on the last occasion until the 21st June 1866, and therefore is not accountable for any remissness, if remissness there was, before he arrived. On the very day following his arrival he called a meeting of the influential Native gentlemen of the place to raise money for the relief of the very destitute. He was at Bellary during July, August, and September, when the distress was greatest. His statements may, therefore, command confidence.

Letter to Board, 26th March 1867, paragraph 10.

Letter to Revenue Board, 26th March 1866, paragraph 12.

To Government, 23rd January 1867, para. 4.

16. He has adduced one fact in confirmation of his opinion. Intoxicating liquors, spirituous and fermented, as country arrack and toddy, are the chief luxuries of the lowest orders in India, and the extent to which they are consumed by those classes has ever been regarded as one of the most trustworthy indications of their condition. Men in want of food cannot buy liquor. The Abkarry rents of Bellary for Fuslies 1276, 1277 were sold by public auction on the 21st May 1866. Had extensive distress prevailed from 16th November to 21st May, or for nearly seven months, it may be presumed that there would have been default among the contractors for Fusly 1275, and that the biddings for Fusly 1276-77 would have fallen off. On the contrary, there was brisk competition, which resulted in the rents for the whole district being knocked down for Rupees 9,02,400, or an advance of Rupees 3,98,500 above the aggregate rents of Fusly 1275. The rent for Alur, one of the most distressed talooks, rose from Rupees 17,700 to Rupees 52,600. In Kudlighi, where according to Mr. Ellis the distress was greater than in any other part of Bellary, the advance was from Rupees 15,100 to Rupees 35,000. It is clear thus that towards the end of May 1866 the competitors for the Abkarry rents, no incompetent judges, did not take a gloomy view of the prospects of the district. I am aware indeed that some of the renters have probably been heavy losers by their contracts, but that is in consequence of the drought having continued through the earlier months of their leases, which was not looked for by them when the rents were sold at the end of May.

From Collector to Board, 26th March 1867, paragraph 11.

17. The promptness with which the district has recovered [illegible] points to the same conclusion. "The ordinary cultivation has been reaped without any

"difficulty." Inquiries were made by the Collector during his late tour if the ryots wanted further advances, but "there was no general inclination to accept them." "The replacement of the cattle will be effected by the people without Government "assistance." "There is sufficient capital to purchase them."

18. In respect to the presumed emigration of the people, Mr. Wedderburn writes, paragraph 16: "On making local inquiries in Madacsera, which is interlapped by Mysore, I learned that a partial emigration was due to the outbreak "of cholera, and not to any other cause. With this partial exception, and of "some ryots having left Alur, there was no "general exodus" from Bellary. In "the one talook some people crossed the frontier owing to cholera, in the other "talooks they moved for water and pasture. Any large emigration of the agricultural population would have caused a diminution of cultivation, which has "not taken place."

19. Undoubtedly there was during the summer and autumn months of 1866, and particularly from June to September, much distress* among the lowest classes not only in Bellary but in other districts. The south-west monsoon held off not there only, but in parts of Salem, North and South Arcot, and Coimbatore, in the two first of which districts some talooks were visited by Mr. Ellis. Drought and consequent want of employment, with those who in India as in other countries live from hand to mouth in ordinary times. It is also difficult in such cases to determine how far such distress shall be left to private and local charity, and where the Government should step in to supplement it. If their intervention be premature, such results will follow as were seen last year at Madras, where relief works were opened with much pomp of circumstance, but no indigent labourers found to take advantage of them, and where private benevolence, aided by public funds, was employed for months in feeding the standing beggars of the town. Whether the action of Government taken in July last for the relief of distress in Bellary and other districts was too long delayed, may be matter of opinion. I do not think it was; but however that may be, it will not affect the local officers or the Board of Revenue, by whom all necessary information was promptly laid before Government from the time that affairs began to assume a serious aspect.

* Note.—Mr. Foster, the Sub-Collector, states that in Bellary the distress consisted in a want of water for drinking purposes as much as in a want of food, and Mr. Lilly, the Head Assistant, personally told me the same thing. The Board point out (Proceedings, paragraph 22) that the average price of cholum, the staple food of the population, for March, April, and May 1866, was only 10 per cent. in excess of what it had been in the corresponding months of 1864.

high prices, cannot but tell heavily on

Note.—It would be more difficult in Bellary in the first six months of 1866, as the season from time to time gave promise of amendment, which was not ultimately realized. Thus from the monthly Season Return for April it seems that some good rain fell and the tanks received water. From that for May, that rain fell throughout the district, and heavily in places. In June, slight rain. In July, moderate rain. I may mention generally that these monthly Season Reports give no indication of serious distress until July. And after all the cultivation in Bellary for 1865-66 amounted to 23,03,274 acres, or 65 per cent. above that of the famine year 1853-54.

The season reports for April, May, June, and July 1866, from North Arcot, Salem, Trichinopoly, and Madura were, if anything, less encouraging than those from Bellary for the same months.

See Board's Proceedings, 12th March 1867, paragraphs 13, 16, and 19.

20. By what I have above written I do not mean in any way to detract from the value of Mr. Ellis' services in organizing measures of relief in Bellary as in other Provinces. In the circumstances under which he visited Bellary he was exposed to encounter misrepresentations, while the condition of some of those seen by him at the relief houses and works in October last, who had gone through the previous period of privation and suffering, was no doubt pitiable and likely to strengthen the impressions received from the accounts given him. Still for the reasons which I have above-mentioned I cannot but deem his description overcharged, and his strictures on the local officers and on the Board of Revenue undeserved.

Mr. Wedderburn's letter, 23rd January 1867, states that the persons fed at the Bellary relief houses in July 1866 exhibited but little signs of emaciation, but as the time wore on appearances would probably alter for the worse.

See too Report of Sanitary Commissioner on North Arcot and Salem, 21st September 1866, paragraph 14.

21. The conduct of Baddha Rengah Reddy, of the village of Oilwada, in the Koilgoontla talook of Kurnool, as described by Mr. Ellis, should receive the special notice of Government. I trust that although the most conspicuous, it was not the only instance of native benevolence.

(Signed) T. PYCROFT.

No. 451. MINUTE BY THE RIGHT HONORABLE THE PRESIDENT, dated 6th June 1867.

1. In the report submitted respecting the recent scarcity in Bellary and the measures adopted for its relief, the Sanitary Commissioner has passed certain reflections on the parties concerned in the general and local administration of the district. Mr. Ellis affirms—

(1.) That there was a want of foresight and energy on the part of the Board of Revenue in dealing with this emergency.

(2.) That Mr. Hathaway, the late Collector, failed in bringing the dangers to which the district was exposed with sufficient force before the Board of Revenue and the Government.

(3.) That the Acting Sub-Collector in charge, Mr. Foster, betrayed the same want of prevision and vigour.

(4.) That the Collector of Bellary, Mr. Wedderburn, was remiss in the performance of his duty, inasmuch as he did not leave his head quarters for the purpose of visiting the afflicted parts of the province between the end of June when he was nominated, and the beginning of November when he was roused by the presence of a Special Commissioner.

(5.) That the Head Assistant, Mr. Lilly, only visited one of the talooks under his charge besides that in which he held his residence.

(6.) That the Deputy Collector remained almost entirely at Gooty when he might have been usefully employed in inspecting the distressed region.

(7.) That there was a want of activity on the part of Mr. Sullivan, the Acting Collector of Kurnool, in devising and applying remedies for the distress in the Patticondah Talook of that district.

II. As far as appears from these papers, the first notice of apprehended distress is contained in Mr. Hathaway's letter to the Board of Revenue under date

of November 8th, 1865. In this report the Collector states that the season is "very unfavorable," and that "almost all the unirrigated and irrigated Moongary or early "crops have failed in many talooks, and the prospects of the 'Hingary' or after "cultivation are rather gloomy, owing to the failure of the rain-fall." The Collector then intimates that he contemplates the remission of assessment on unirrigated lands, the extent of which he can only estimate when he has inspected the afflicted talooks in person.

Mr. Hathaway's letter was submitted for the orders of Government by the Board, which at the same time replied in a tone, as I think, rather discouraging to that Officer. They remark that Mr. Hathaway "must address the Board in more "detail," (which I infer he intended to do,) and they add in deprecation of the expressed opinion of the Collector, "that the Board are not satisfied that the "season has been so exceptionally unfavorable as to necessitate the grant of "remission of assessment on dry lands."

Mr. Hathaway having gone out on his tour of inspection, subsequently addressed two letters to the Board of Revenue under dates respectively of the 16th and 24th of November. These letters signalize, in general terms, all the forerunners of impending famine. There has been a failure of the seasonable rain-fall, the north-east monsoon, ryots are emigrating, cattle are suffering from want of fodder, drinking water is running short, irrigable and unirrigable lands are lying untilled, crops where sown are withered, crime is on the increase, the ryots are persistently clamorous for remission. The Collector accordingly claims a remission of the full assessment on uncultivated wet and dry lands, and on the withered crops on both descriptions of soil.

The Board, answering Mr. Hathaway on the 7th of December, admit a remission on uncultivated wet lands, and on withered crops of that class, conformably to existing regulations. They leave the remission on dry waste to the discretion of the Collector, and reserve the remission on withered dry crops for decision on fuller information. If the Board had stopped here they would have acted both with generosity and prudence, but they unhappily added some expressions of a sceptical and almost querulous character in the same vein as those employed in their previous Proceedings. They state to Mr. Hathaway that "the Board are of "opinion that in dealing with applications for remission in Bellary where the "assessment has been put on an easy footing, and where the ryots' profits of late "years, from the extraordinary state of the cotton and grain markets, must have "been enormous, there is no reason to *anticipate distress*, or to deem special "liberality necessary. The case is rather one in which much care should be "exercised in scrutinizing the grounds for the application."

The language of the Board used here appears to me to be imprudent, and calculated to repress the humane solicitude of the Collector and his representations for the welfare of the district. The sanguine anticipations so lightly uttered were destined to be signally refuted by a result which was certainly not beyond the limits of experience and probability. The prosperity, perhaps the existence of the people of Bellary, hung upon the south-west monsoon in May and June. If rain came, then the district would revive and flourish, if rain did not come, it would languish, perhaps it would perish. But the Board admit no unfavorable contin-

gencies, express no anxieties, and ask for no further information, notwithstanding the formidable lessons of the past.

The remissions claimed by the Collector were, however, all admitted in principle and eventually granted, and it proved that, though extensive, they were not applicable to nearly as large an area as Mr. Hathaway in his communications of November had apprehended. The subsequent distress was severe, but partial.

Between November and February matters in Bellary were getting gradually worse. In February the Board ordered fortnightly reports to be made from all the districts. On the 7th of April Mr. Hathaway suggested the sanction of certain small famine works, such as cleansing and deepening wells in some villages, and the execution of a few district roads. A portion of the people were already reduced to a wild and casual method of sustenance on roots and seeds.

On the 13th of April the Board called on the Collector for definite proposals without delay. They would have done better if they had, at the same time, sanctioned Mr. Hathaway's overtures, recommended them to Government, and enforced action without delay.

The period of the south-west monsoon, on which all depended, was at hand.

On the 17th of April Mr. Hathaway most unfortunately died. In the interval between his death and the arrival of Mr. Wedderburn at the end of June, the district was committed to the care of Mr. Foster, a young officer of little experience, as Acting Sub-Collector in charge.

Mr. Foster seems at first to have been under a strong impression of the calamities which were impending.* In the Season Report for the fortnight ending March 31st, forwarded on the 19th of April, he distinctly refers to the famine of 1854, and adds that "the distress in the district at present is worse than it ever was." He then suggests the construction of roads as the means "of alleviating much distress." The Board, having previously acted upon a distinct plan of relief works, made no reply to this communication, and Mr. Foster, on the 19th of May following, too easily re-assured by a partial rain-fall, reported, in answer to the Board's former demand for a specific proposal, that no further aid was for the present needed, adding some reflections on the dangers of drawing people together for the execution of relief works on a large scale, which were by no means verified when such relief works were afterwards undertaken. The Board appear to have shared the optimism of Mr. Foster. It was indeed subsequently abundantly apparent from the Season Reports for May, June, and the beginning of July, that the monsoon was intermittent and deceptive, that crops and fruit-trees were withering from drought, that man and beast were declining or dying from hunger and disease, but the Board remained satisfied with the hasty assurance of an Acting Sub-Collector in charge, given under a transitory impression of improvement. They addressed no new requisition for plans of relief works to Bellary; they brought no emphatic or alarming statement under the eyes of Government; they simply folded their hands and let matters go on till the Government in the month of July originated a general order for measures of relief in several distressed districts in which Bellary was luckily comprised.

*Note.—I find on subsequent inquiry that the Season Report forwarded on the 19th of April was not forwarded by Mr. Foster but by Mr. Lilly who was in charge for five or six days between the death of Mr. Hathaway and the arrival of Mr. Foster. The inconsistency imputed to Mr. Foster here, therefore, falls to the ground.

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In my humble judgment, the Board of Revenue did shew a want of foresight and a want of energy. I think they were in fault—first, in the tone of their replies to Mr. Hathaway; second, in not communicating Mr. Hathaway's letters of the 16th and 24th November to Government with their reply; third, in not sanctioning at once the works proposed by Mr. Hathaway; fourth, in not enforcing the preparation of a scheme of relief works against the apprehended emergency; fifth, in not warning Government in emphatic terms that the prospects of the district depended on the south-west monsoon in May and June, and that Government ought to be prepared for the worst; sixth, in not recommending the despatch of some special officer to the spot with ample powers to meet the contingency of famine, and to put in motion the machinery of relief. The Board might have advised in May, what the Government did in July and September. Such a measure of foresight would not have been unnatural, and it would not have been attended with any inconvenience. The peculiar position of Bellary, in reference to the local rain-fall in May and June, would not have been unknown to the Head of the Board of Revenue, an experienced and benevolent Officer, who had passed many years in the district, who had seen and helped a famine, and who retained a feeling of attachment for his former charge. The premature proclamation of relief works might have had some effect in drawing off laborers from the land, but relief works judiciously scattered would not have taken the people very far from their homes, and if the season had turned out well, the suspension of the works at any moment would have restored the ryot or the laborer to their fields. Judging the conduct of the Board by the light of subsequent events, I certainly find in their attitude a sort of formality and torpor, a deficiency in that spirit of intelligent initiation which does honor to a governing body in periods of public difficulty. But the Board did not fail in any exceptional manner. They behaved as many have done in other times and places. It is a common quality in governing bodies that they are reluctant to contemplate the worse contingency, to provide against calamities which may never come to pass, to give extraordinary powers, to sanction extraordinary disbursements. I am not prepared to condemn the Board of Revenue severely, but I think that they may gather, from the experience of the past year, a useful lesson and motives for greater vigilance and enterprise in the future. There are some points in the vindication submitted by the Board of Revenue to Government in their Proceedings under date of March 12th, which appear to me to call for remark.

Mr. Ellis in his Report has stated, in illustration of the dangerous state of the district at the end of 1865, that cotton had been substituted for cereals over a large extent of the country, and that there had been a reduction of the area of grain cultivation, implying that the production and reserves of food in the country were diminished. The Board shew on the contrary that the area of grain cultivation had increased in the three years preceding 1865-66. I submit that there was *substitution*, though not *reduction*. The expansion of cotton cultivation was at the expense of the best dry grain cultivation. As far as I can learn cotton is planted on the best soils. The dry grain crops are thrust out of the superior positions to the inferior, and the compensating area taken in and brought under the plough is from waste ground less fertile, less manured, and more exposed to the influence of drought. I remain under the belief that the Sanitary Commissioner was substantially right, that there had been substitution of cotton for grain and a diminution

of food produce, though not to the extent commonly supposed. Indeed it is a satisfactory feature in the extension of cotton culture both in this Presidency and elsewhere, that it is not so much to the prejudice of grain cultivation as might have been expected and as is often alleged.

The Board seem to attach much importance to the means of purchasing food which the district possessed, in consequence of the great influx of money of late years on account of the cotton crop. No doubt there was money in the hands of the better class of ryots who had engaged in that culture and among the traders, and the existence of this wealth is apparent in the rapid revival of prosperity in the country, where the poorer ryots can no doubt procure advances for the re-purchase of cattle, and for the prosecution of their culture, on much easier terms than in the year 1854; but it must be remembered that there were many cultivators in Bellary who had no share in the profits of cotton, and many laborers who had no land at all, who receive grain, not money wages, and who were thrown out of employment by the decline of cotton culture and by the failure of grain cultivation through drought. The Board remark that the solicitude of Mr. Hathaway and his proposals only applied to one class of the people, the landholder class, and not to the general population, and they remark that the landholder class only comprises 1,25,000 out of one million and a quarter, that is, that the landholder class only amounts to one-tenth of the gross population. Such a statement on the part of the Board of Revenue, regarding an agricultural district in India, I confess struck me with surprise. But it is obvious that the Board of Revenue is in error. 1,25,000 is not the number of souls depending on the land, but the number of persons holding Puttahs or Government leases of land; these 1,25,000 are almost all heads of families, and represent 6,00,000 souls directly belonging to their class, or about one-half of the population, but indirectly a much larger number, for the better sort of landholders employ day laborers paid, as I said, for the most part in grain, and liable to be thrown out of employment in periods of drought, so that it may be fairly affirmed that the measures of remission contemplated by Mr. Hathaway, and his solicitude extended, not as the statement of the Board of Revenue implies to one-tenth of the population, but directly or indirectly to near two-thirds.

The Board contend that because the market value of the staple grain in the months of March, April, and May in Bellary had not risen more than ten per cent. over the prices of some former years, that there could be no famine in the country. I attach little importance to this argument. While people in former years were receiving good wages in money or in grain, high prices were of little importance, but when people were thrown out of employment, or employed on reduced wages, the same prices or prices little higher might be most onerous. In fact the price of grain in a market town in India may give no indication or measure at all of the necessities of the laboring people in a remote rural district where wages are often paid in kind. In Bellary many people had no wages of any sort in money or in food. It mattered little to them whether food was dear or cheap; they had none, and no means of getting any.

Whether the general picture offered by Mr. Ellis of the state of Bellary during the famine is overcharged or not, I find it difficult to determine. Mr. Ellis was an intelligent, impartial, and experienced inquirer, with every source of

information at his command. He came late it is true; he was not an eye-witness, but neither were the Collector or his subordinates to any great extent eye-witnesses, for they remained for the most part at head-quarters. I understand that Mr. Ellis derived a great portion of his impressions from the Police service, who by their position and duties are a very competent authority. I am more disposed to adopt the views of Mr. Ellis than the views of the Board and the Collector, who may be unconsciously inclined to believe that matters were not so dark as has been asserted, and thus to excuse their inactivity. Mr. Ellis does, however, appear to have formed a lower estimate of the independent recuperative power of the district than experience has shewn to be just.

Mr. Hathaway.

III. The Collector of Bellary, Mr. Hathaway, appears in the first instance to have been fully alive to the dangers hanging over his district, and even reported them in terms which subsequent experience proved to be exaggerated in so far as the extent of land left waste is concerned. Between the month of December 1865 and the month of April 1866, Mr. Hathaway does not appear, however, to have pressed upon the attention of the Board and of Government the dangers contingent on the failure of the south-west monsoon with sufficient vigour. Whether he was discouraged by the replies of the Board in December, or whether his energies were relaxed by the encroachments of the malady under which he afterwards sunk, cannot now be ascertained. His suggestions for the commencement of relief works on the 7th of April prove that he was not insensible to the sufferings of the district, but they were not precise or comprehensive. We are justified in believing that if the health of Mr. Hathaway had been unimpaired, and if his life had been preserved, a more vigorous character would have been impressed on the action of Government with respect to the district.

Mr. Foster.

IV. The action of Mr. Foster seems to me to have been feeble. He began by stating that the distress in the district was greater than it ever was,* and by referring to the vast expenditure on famine works which had been sanctioned in 1854. After the first partial fall of rain he reported that no assistance was required. He does not appear to have originated local associations for charitable relief, which were only set on foot by Mr. Wedderburn. It appears from his letter that he was too easily intimidated by previous orders and maxims enunciated by the Government and the Board of Revenue, but none of which renounced relief works as a legitimate form of State intervention in periods of scarcity. Mr. Foster was called with very little preparation to an important duty. He was young and inexperienced, but youth is not usually associated with a want of enterprise. I think he lost a good opportunity on a great scene, but when replaced in a subordinate capacity he proved his activity and good-will by personally inspecting every portion of the country committed to his charge.

*Note.—As stated before, I find that it was Mr. Lilly, not Mr. Foster, who forwarded the Season Report in which this expression is made use of. Mr. Lilly was in charge for five or six days between Mr. Hathaway and Mr. Foster.

Mr. Wedderburn.

V. Mr. Wedderburn, in my opinion, circumscribed his personal intervention too much to the town of Bellary. He remained for four months and

upwards, while the distress was greatest, without moving from the station. He has explained his conduct by stating that the general direction of measures of relief, and the duty of providing for the public security, required his continuous presence at the capital of his district. No doubt great weight is to be attached to these reflections, and I hesitate to blame Mr. Wedderburn for what was almost an error of judgment. I must say, however, that had Mr. Wedderburn asked for assistance in the performance of his various and onerous duties, Government would have granted it, and that the presence of an English Regiment and of a strong Native Force afforded every means of preserving the public peace in his absence. The appearance of the Magistrate of the district in the most afflicted parts could not have failed to comfort and encourage the people, to stimulate expenditure, and to animate the exertions of subordinate officers; and if Mr. Wedderburn had gone out, his personal opinion on the extent of the distress and on the state of the country would have had greater weight. The charitable exertions of Mr. Wedderburn at Bellary are, however, undoubted, and the Government have to thank him for a comprehensive scheme of relief works at the end of July, which the Board of Revenue had asked his predecessors to furnish in April and failed to procure.

Mr. Lilly.

VI. Mr. Lilly, the Head Assistant in Bellary, appears to me to have justified his conduct in not travelling to a greater extent in the talooks under his direction during the prevalence of the distress. He proves that he could not have done so without prejudice to his stationary duties, and he was not directed to do so by his official superior.

Iyaloo Naidoo.

VII. Iyaloo Naidoo, the Deputy Collector of Bellary, has in my mind given a satisfactory statement of the reasons which retained him at head-quarters during the famine period. In addition to the absorbing nature of his duties at Gooty, he is enabled to plead impaired health, which has since compelled him to leave the district. Nor must it be forgotten that the Deputy Collector was under the direction of Mr. Wedderburn.

Mr. Sullivan.

VIII. Mr. Sullivan was Acting Collector of Kurnool during May, June, July, August, and September, that is, during the whole of the period during which the pressure of scarcity was most severely felt in the Patticondah talook of the district. Mr. Sullivan does not appear to have been prepared for the contingency of distress in the talook. During the months of May, June, and July, the rain-fall of the south-western monsoon is admitted to have been insufficient. No relief house was organized. It was not until the 20th of August that sanction was solicited for the application of certain moderate sums from Local Funds and District Road Funds to the execution of relief works. Before the 1st of October, according to the statement of Mr. Ellis, which is not distinctly contradicted by Mr. Sullivan, only 1,267 Rupees had been expended. The vindication presented by Mr. Sullivan, couched in very vague terms, is not conclusively satisfactory to me. He admits that if it had not been for the prevalence of

distress elsewhere he would have applied for relief earlier than he did. I hold this to be a bad reason for inaction. It is the duty of every Officer to represent the wants of his own people in convincing colours, leaving it to Government to apportion the assistance of the State where it is most needed in their superior judgment. On the whole the proceedings of Mr. Sullivan, with a view to the relief of the Patticondah district, appear to have been deficient in promptitude and energy.

IX. Having, in the foregoing remarks, expressed my sentiments freely in regard to the course taken in these affairs by the Board of Revenue, and the principal Executive Officers of Government, I think it right to record my opinion that the Government itself may find some cause for regret and self-reproach in a revision of what has passed.

The Government naturally look to the Board of Revenue for advice in matters concerning the welfare of the people, and especially in regard to the condition of the agricultural classes. The Board in this instance failed in bringing the probable contingency of famine prominently before the notice of Government; but the Government is not a passive instrument in the hands of the Board. We need not wait for their advice or abide by their inaction. The Government had before them all the Season Reports from Bellary, and all the communications from that quarter, saving the important letters from Mr. Hathaway of the 16th and 24th of November. The Season Reports were indeed meagre, and perhaps made the less impression upon Government, as they were mixed with numerous fluctuating reports of a more or less similar character from other parts of the country. But a bad report from Bellary, interpreted by the light afforded by the previous history of that Province, must always have a peculiar significance. I think the Government was lax and easy in simply recording those communications. They ought to have been made the basis of admonitions, enquiries, and preparation.

For my part as a Member of Government, I am ready to avow our participation in a common error, and in blaming others to take a share of the blame upon ourselves.

(Signed) NAPIER.

No. 452. MINUTE BY THE RIGHT HONORABLE THE PRESIDENT, dated 29th June 1867.

I have formally concurred in the Government Order of the 29th of June respecting the report submitted by the Sanitary Commissioner upon the recent scarcity in the district of Bellary, because the order embodies the sentiments of my colleagues in Council, Sir Thomas Pycroft and Mr. Phillips. I think it right, however, to record my dissent from the tenor of the order referred to, which is repugnant alike to my opinions and feelings. My views on this subject are expressed in a Minute under date of the 6th of June, which will be submitted to the Secretary of State. I confess that I have consented with some reluctance to attach my name to a document which, in my humble judgment, excuses a remissness in public duty on the part of the Board of Revenue, the executive functionaries of

Government, and the Government itself. I do not, however, consider myself entitled to exercise the power with which I am invested of reversing the opinion of the majority of the Council in this matter. The opinion of my colleagues, gentlemen of long experience in the internal concerns of the Presidency, claims my respect, though I cannot give it my substantial assent; the question is certainly one open to discussion, and on which a diversity of impressions may be naturally entertained, and there is no immediate practical issue at stake.

(Signed) NAPIER.

No. 453. ORDER THEREON, 29th June 1867, No. 1,455A.

Miscellaneous.

1. In G. O. dated 25th September 1866, No. 1,510, the Government directed the Sanitary Commissioner (Honourable Mr. Ellis) to "proceed to Bellary and Kurnool, visit the most distressed parts of both "districts, and in concert with the local authorities initiate fresh and improve "existing arrangements for the relief of distress, the employment of the able-bodied "poor, and the preservation of the public health." It was desired that his final report should "embrace the prospects of the season, and the measures likely to be "required until the next harvest affords permanent relief, and beyond that period "should the approaching harvest fail in producing the necessary provision for the "sustenance of the people."

2. On 24th December 1866, Mr. Ellis submitted his final report, in which he animadverted on the measures and conduct of the Board of Revenue and local Officers, whose replies to his observations are recorded in these Proceedings.

3. Mr. Ellis, judging after the event, expressed his opinion that there had been a want of foresight and appreciation of the critical position of the district, on the part of the Board, at the end of 1865 and in the earlier months of 1866, and inactivity and an absence of energy on that of the local officers, except Mr. Foster, in dealing with the matter when the crisis arrived.

4. It is unnecessary for the Government to enter here into the details of the case. It will suffice to record their opinion that the Board and the Officers concerned have successfully cleared themselves from the imputation of blame thus raised against them, and that the Government find no reason to endorse the opinion expressed by Mr. Ellis.

5. Neither, happily, is it now necessary for the Government to consider how far the continuance of measures of relief is requisite. The present circumstances of the district of Bellary are very favourable, and it has rapidly recovered from the distressed state to which it was reduced in the months of June, July, August, and September 1866. The expenditure of some four and a half lacs of Rupees on relief works sanctioned by Government, in addition to the valuable aid afforded by liberal private subscriptions, doubtless materially contributed to this result, but the fact evidences that the resources of the district cannot have been seriously impaired, and that the loss of men and cattle must have been less than was supposed.

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6. The Collector writing in May reports that "prices are falling and have "reached the level of prosperous years," except in regard to rice, which does not in Bellary constitute the staple food of the people, and that "the cultivation has exceed-"ed that of the year 1865-66 up to April "last by acres 6,662." The people have evinced no inclination to avail themselves of advances from Government beyond what have been already sanctioned to the extent of 1,20,000 Rupees.

(See Collector's Report of 26th March 1867, in Board's Proceedings dated 29th April 1867, No. 2,696.)

7. While recording the above remarks, the Government desire to express their sense of the value of Mr. Ellis's services in organizing measures of relief in the districts he visited, and urging attention to remedial measures to guard against such calamitous seasons in time to come.

8. The great project, however, to which all look as of the first importance for Bellary, if practicable, viz., what is known as the "Upper and Lower Bellary project," forms part of the Irrigation Company's scheme for utilising the waters of the Toongabudra river, and its practicability has yet to be established, while its execution must in any case occupy a very extended period of time.

9. The efforts of Government are meanwhile being directed to the improvement of the minor sources of irrigation in the district, and special assistance has been given to enable the Superintending Engineer to examine thoroughly and throw into shape speedily all promising projects for attaining this most important object. The Government will be prepared to make the most liberal provision of funds in their power for the execution of the approved works when the plans are matured.

10. The Government also desire to place on record their high appreciation of the munificent benevolence of Buddha Rungah Reddy, of the village of Oilwada, Koilgoontla talook, which is brought to special notice by Mr. Ellis, and they desire that the Collector of Kurnool will convey to that gentleman the expression of the admiration of Government at his large-hearted liberality, which must have mitigated the sufferings of thousands, and probably saved many lives.

(Signed) W. HUDLESTON,
Secretary to Government.

solved not to entertain the proposal to purchase grain and convey it to Bellary with the view of contracting the scarcity there". And the Board of Revenue in communicating this order remark, that "in times of scarcity the only course for the authorities to adopt is to ensure as far as possible every facility and perfect security to the importers and sellers of grain". There are the same reasons against Government giving away grain gratuitously, as there are against their selling it: and I therefore considered that I ought not to request Government to send up any grain.

4. I now come to the question why I did not apply for relief in money. On being called on by the Board of Revenue to state whether any remedial measures were then called for, I replied that rain had fallen, and I also gave my reasons for not applying for money relief. This letter was submitted to Government, who recorded it. I therefore supposed that Government had no fault to find with the views I expressed. Certainly the rain ceased in a very short time, but I did not apply for aid for the reasons I had formerly given. It must be borne in mind that the distress consisted of a want of water for drinking purposes, as much as a want of food, and no amount of relief in money would have given the people drinking water. I therefore said that if works were carried on, it would have the effect of massing a number of people together in a place, where there was water for but a very few

Modelly told me personally just before I saw him

5. Mr

5. Mr Ellis remarks that "there was no real or continuous difficulty in purchasing grain in moderate quantities", leading one to the conclusion that if only money were given to the poorer classes, it would have enabled them to provide themselves with food. But in this I must beg to differ from him: in one of the Kusbah towns of my division, I was unable to purchase grain, offer what price I would: I have also had the people employed on the Special Relief Works throw down their money before me, asking me what was the use of it, as it would not buy them grain: and I have had to send long distances to purchase it for relief houses. I believe the merchants were in possession of a much larger supply than they would bring to the market, and a much larger supply than they required for their own use; but I still believe there was an actual insufficiency of grain for the whole people, and I therefore thought that a large amount of money poured into the District would only have the tendency of considerably raising the prices, while it added nothing to the supply, and thus involve a greater number of people in the prevailing distress. I thought all the time that grain was required rather than money, and as I have before said, I felt myself precluded from asking for it, by the Government Order I have referred to.

6. In this letter I have tried to give the reasons that prompted my conduct at the time. Subsequent events have proved that to some extent I was wrong. For instance I found out afterwards, that in some Taluks

difficulty of procuring employment had been exceptionally great. The average price of cholum was lower during the period to which Mr Ellis refers in Shudlighee than in Hospett. Up to the 8th of August no deaths from starvation had occurred in Shudlighee; indeed up to the end of that month no information of any reached me, while in July eight such had been reported in other parts of my Division. From these facts as well as from the information which reached me from every source, official and unofficial, I came to the conclusion that Shudlighee was not suffering so much as some other parts of my Division and that my presence was less urgently required there. It is true that there was a large emigration from Shudlighee, but this appeared to be chiefly due to the appalling severity with which cholera raged throughout that Taluq. —

9. Another consideration which rendered any lengthened absence from my Head Quarters undesirable was the grave apprehensions which were entertained during the scarcity of an outbreak in the neighbouring town of Chitawadigi – the great grain market of the Division. The consequences of such an outbreak would have been most serious, and the example thus set would probably have been widely followed.

10. Mr Ellis after passing 19 days in the town of Bellary, 1 day in an outlying village of that Taluq, 6 days in the Taluq of Hospett, 3 days in the [illegible]

[illegible] 3 miles from [illegible]

and 2 days in the Taluq of Atur found himself as he states in page 1 of his report able to convey a correct idea of what had been the condition of the fifteen Taluqs of the Bellary District during the preceding nine months. Living as I did in the midst of my Division during the time when the distress was greatest there would seem to be nothing very unreasonable in the supposition that I might have acquired an accurate impression of the condition of the four Taluqs under my charge by visiting those two which all accounts which reached me led me to think were the most heavily afflicted.

11 I must in passing beg leave to advert to a remark made by Mr Ellis in page 3 of his report that the Taluq returns of the deaths from starvation are grossly incorrect It is with the greatest diffidence that I take upon myself to question the correctness of any opinion expressed by Mr Ellis but it would appear to be due to the heads of the villages and the officers in charge of the Taluqs of my Division to state that apart from showing any disposition to extenuate the severity of the distress they appeared to be desirous in every instance which came under my notice to give the darkest descriptions of the sufferings which prevailed in their respective charges. On several occasions I formed from actual inspection that the state of things in those places was the greatest misery and that

to prevail was barely such as to justify the language which has been used. I am unable to see what object our Subordinates can be supposed to have had in concealing the amount of destitution or understating the mortality which resulted from it

12 It will not I trust be considered an unreasonable request if I ask that my administration of my charge during the distress be judged by its results rather than by the number of miles I rode in particular months As soon as special remedial measures had been judged to be necessary and had been determined on by those whose position and experience enabled them to judge best of the requirements of the District, the Poor Houses in my Division were among the first opened, and there was no delay on the part of myself or my subordinates in providing Famine Works in the localities where they were required At the time* of Mr Ellis visit to my Division Rs 12293 had been expended upon the Famine Works sanctioned by Government and Rs 7316 had been contributed by the people under my charge for the Relief of their destitute inferior poor from which fund, supplemented by a portion of the donation of the Madras Committee, more than fifty Poor Houses were being maintained.

* October 1866

in the five Talugs under the Sub Collector's charge, which it is admitted I believe suffered far more severely than my Division, was eleven: the amount which had been subscribed by the people for their support on the 31st of October was Rs 3713 and the total expenditure in the Sub-Division on Famine Relief Works, up to the same date, was Rs 10614. It is with the greatest reluctance that I place in juxtaposition facts which suggest a comparison the good taste of which may seem to be so open to question but the laudation bestowed by Mr. Ellis on the Acting Sub-Collector's locomotion in July and August following immediately as it does on his remarks regarding my inactivity appears to render it necessary for me in self defence to submit for the information of Government the practical measures which had actually been adopted by each officer for the relief of the distress before the Sanitary Commissioner's visit to my Division.

14 I trust the gravity of the censure which Mr Ellis remarked regarding me in July will excuse the length to which these observations have extended.

I have the honor to be
Sir
Your most Obedt Servant
J Hilly
Actg Asst Collr

No. 1,517.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 12th March 1867.

Read Government Order, dated 7th January 1867, forwarding for Board's remarks, special report from Sanitary Commissioner, on distressed districts of Bellary and Kurnool.

1. With the foregoing Order the Board have been furnished by Government, with a copy of the Honourable Mr. Ellis's second report of his special mission to Bellary, with a view to their submitting "any observations they wish to offer" on it.

2. The Board presume that it is not the intention of Government that they should review Mr. Ellis's statements *seriatim*. They will, therefore, limit their remarks to the really important points discussed by him, so as to enable Government to judge how far their measures were adequate to meet the actual state of affairs at each stage. They observe that the local Officers have been desired to submit their observations direct to Government.

3. Mr. Ellis's information on the state of the district prior to his arrival is derived from inquiries made during a month's residence and travelling in October last. There can be no doubt, as he remarks, that "it is always difficult in India to obtain accurate information," and in his case the difficulty must have been enhanced by the circumstance that the object of his mission, viz., to afford relief to the people, was generally known, and must naturally have operated as an incentive to them to exaggerate their past and present distress.

4. Mr. Ellis is apparently of opinion that, with the information which was before them in November 1865, the Board showed a want of foresight in not then considering that the state of the Bellary district was "critical." He quotes the tenor of their orders to the Collector in December of that year, as proving that they did not appreciate the danger of a scarcity, and he submits that, with the knowledge which they possessed of the peculiar circumstances of the district, they ought then to have made every preparation to meet the impending crisis. He then proceeds to summarize the reports which were addressed to the Board on the state of the district between the early part of April and the end of July, and he implies that a want of promptness was even then exhibited in directing the adoption of the remedial measures which the facts stated in the several reports in his opinion rendered undoubtedly necessary.

5. In support of his belief that the tardy application of relief was in part owing to the want of a proper appreciation by the Board of the danger of the crisis, Mr. Ellis adduces arguments to show that the state of the Bellary district previous to the year 1866 was such as to justify grave apprehensions on the part of the controlling authority, but the description which Mr. Ellis gives of the "condition of the Bellary district previous to 1866" is in several respects erroneous, and is generally overcoloured. Mr. Ellis declares that its state towards the end of 1865, from various causes, was such as made "even a partial failure of the ordinary rains a "matter for serious anxiety." The chief of these causes, according to Mr. Ellis, was the substitution of cotton for cereals "over a large extent of country," but Mr. Ellis is altogether wrong in this statement, for so far from there having been any reduction in the extent of land devoted to cereals, there was an actual net increase of 84,000 acres, exclusive of Inam lands, in the three years preceding 1865-66. Thus the great increase of *cotton* was not at the expense of grain cultivation, and if, as Mr. Ellis seems to hold, the safety of a district from famine

Fasly	Total cultivation of Government land, exclusive of Inams.	Total Cotton cultivation, inclusive of Inams.	Area devoted to ordinary grain cultivation.
	Acres.	Acres.	Acres.
1271	32,76,785	2,94,287	19,82,498
1272	23,96,725	3,89,527	20,07,198
1273	24,18,865	4,66,013	19,52,852
1274	24,88,663	4,15,741	20,71,924

depends not on its possessing ample means of buying food, but on its actually growing what it consumes, then, even from that point of view, Bellary was not in the imminent danger he represents; and this is in fact admitted by Mr. Ellis, who in another part of his report says, "I "believe that there was throughout the year a sufficient store of grain within the district itself "for the maintenance of the population."

6. The Board have noticed in their former Proceedings the remarks made by Mr. Ellis in his first report, and now repeated in his second, on their reply to Mr. Hathaway's application, dated the 16th November 1865, for leave to remit a portion of the assessment. Mr. Hathaway stated that, owing to the failure of the rains, 6,24,000 acres, (or 25 per cent. of the whole area occupied for cultivation,) assessed at Rupees 5,54,000, had been left waste, and he requested permission to remit the assessment on all lands left waste, and on all withered crops both on irrigated and unirrigated land. Before showing how they dealt with this application, the Board would point out that Mr. Hathaway's proposals applied only to one class of the population, viz., the landholder class, (numbering 125,000 in a population of 14 millions). They did not extend to the general population, as might be inferred from Mr. Ellis's remarks, nor did Mr. Hathaway's anxiety for an early reply, indicate either that there was a want of grain in the district, or any fear of an impending famine. He was urgent on that point from his wish to prepare the necessary accounts in time for the Settlement. The Board referred Mr. Hathaway to the standing orders, which enabled him, without reference to them, to remit the Government demand on irrigated land left waste for want of water, and on irrigated land on which the crops had withered, and they specially authorized him to grant remissions at his discretion for unirrigated land left waste. Under this sanction Mr. Hathaway was at liberty to remit the entire sum of Rupees 5,54,000 abovementioned. But as regards withered crops on unirrigated land they reserved their decision, until he should furnish them with the further information which he had stated he was engaged in collecting. On making the settlement of the district some months after the date of this report of Mr. Hathaway's it was found by the District Officers that, instead of 6,24,000 acres as supposed by Mr. Hathaway, only 2,86,879 acres had been actually left waste, and, eventually, it was found necessary to remit only Rupees 1,60,956 of the assessment.

7. It will thus be seen that the Board immediately granted a large portion of the relief considered necessary by the local Officers, and ultimately allowed all that was required. In pointing out to the Collector that care was necessary in dealing with applications for remission, the Board were guided by the then circumstances of the district. The enormous prices which the ryots had been realizing for their cotton, and indeed for all produce, had added greatly to their resources, and the taxation of the district had been considerably lightened by the abolition of the Moturpha and the Income taxes, by a reduction in the rates of the assessment, by the abolition of the special tax on wells, and by the enfranchisement of Inams. The Board have already estimated the profits from cotton alone at a million and three-quarters sterling, but as they stated first in December 1865, when there was no reason to anticipate failure of rain in July 1866, there was nothing inappropriate in their pressing these circumstances on the Collector's attention.

See Board's Proceedings 12th December 1864, No. 6810, paragraph 11.

8. Mr. Ellis also calls attention to the "isolation" of the Bellary district as a special reason why the Board should have been prepared to take alarm at any signs of an approaching scarcity. But the Board themselves do not think that this was an ample store of food in it throughout the year, [illegible] an important characteristic even if it were strictly correct.

9. As to the "precautions" which Mr. Ellis thinks the Board should have made immediately on [illegible] of the failure of the north-east monsoon in the latter part of 1865, [illegible] and as to the [illegible] reports, the answer is obvious. The Board are as a rule [illegible] with accurate reports of the state of the country and the progress of the seasons. The [illegible] of February 1866, they considered inadvisable, under special circumstances, to call for special Periodical Reports, does not prove the contrary. The Board wish that Mr. Ellis had been more explicit in stating what "preparations" were needed, and what "specific measures" he would have had the Board adopt so early as November 1865. He has himself admitted that there was enough grain in the district so that the importation of food was unnecessary. Water, the great want of the district, could not be supplied, and the Government could not be reasonably expected to set relief works on foot merely in anticipation of an emergency that might never occur; and on the other hand, little previous preparation is needed when such works are really called for by an existing state of distress, for on such occasions the kind of work that requires skilled labour, and previously prepared estimates, is not suitable.

10. Though the season during the latter months of 1865 had been very unfavourable, the Board could not foresee, at the beginning of 1866, that in almost every district of the Presidency the rains which usually fall in May June and July would fail in that year, nor, if they had deemed such an event probable, could they have done more in the early part of the year than watch the progress of events. They had this object in view when they called for fortnightly reports from the end of February. They had previously reported to Government that the Season Reports from almost every district were "most disastrous." The Government in replying, desired the Board to instruct the Collectors of the districts referred to, to keep the Board apprized of the state of the season, and to suggest such remedial measures as they might consider necessary. The Board then issued their orders requiring fortnightly reports.

11. The Government will doubtless thus perceive that Mr. Ellis attaches too much importance to the failure of the seasonable rain in the latter months of 1865, and not enough importance to the failure of the rains in May, June, and July 1866. In an ordinary year the greater portion of the land is brought into cultivation in June, July, and August, and is therefore dependent in a great measure upon the south-west monsoon. Consequently until the Board were aware of the character of this monsoon in 1866, any special action on their part would have been premature; and if by the special remedial measures, to which Mr. Ellis refers as necessary in the early part of 1866, he means the establishment of relief-houses and the commencement of famine works, they submit that such measures would have been at that period most mischievous, as tending to pauperize the people, and to draw away the available labour from those agricultural operations which, with a favourable south-west monsoon, would have been general throughout the district in the months of June and July.

12. The Board will now proceed to consider how far Mr. Ellis is justified in ascribing to them a want of promptness in acting upon the reports received in April, May, and June 1866. The first special Report from Bellary (the Report for the first fortnight in March) was not submitted by Mr. Hathaway, the then Collector, till the 7th April, when, as remarked by Mr. Ellis, Mr. Hathaway suggested the cleaning out and deepening old wells in those villages where there was most distress, and vaguely suggested that the people should be employed in making a few district roads. If these suggestions were vague, the fact that nothing more was proposed by Mr. Hathaway proved that at the beginning of April he did not see that more in the way of Government help was needed. The Board immediately replied to Mr. Hathaway, and desired him to submit his proposals in a definite shape without delay.

13. The next report was forwarded by the Acting Head Assistant in charge* on the 19th April. This was for the second fortnight in March, and was the one to which Mr. Ellis refers as that in which it was distinctly stated that the distress was greater than in 1854. The words used were, "the distress in the district at present is worse than it ever was." The Board did not think it necessary to do more in respect to this Report, than submit it for the information of Government, as only a few days previously (the 13th) they had desired the Collector to submit his proposed measures of relief in a more specific form.

* Mr. Hathaway having died suddenly on the 17th idem.

14. On the 23rd April the Acting Sub-Collector in charge forwarded the report for the first fortnight in April, and at the same time promised to send the definite proposals for which the Board had called from Mr. Hathaway. In this Report it was stated that much distress was felt both by men and cattle from want of water, and from the scarcity of provisions and fodder. On the 10th May Mr. Foster reported that the Engineer's funds had been all allotted, and that no part of them was available for cleaning out wells, or making the district roads proposed by the late Mr. Hathaway, but as the distress had been somewhat lessened by the late rain, he concurred with the Superintending Engineer that no further aid was then needed. The Board expressed surprise that Mr. Foster had not specially reported the fact of rain to which he referred, but this report was of course a cause of hope that the then opening season would be a fair one.

15. The same Officer forwarded on the 22nd May the report for the first fortnight in May. Slight rain had fallen in that fortnight. "Prices had not risen. The distress arising from want "of water and scarcity of provisions still continued." The Board may remark in passing that in the Administration Report for 1865-66, dated 16th May 1866, Mr. Foster has explained why prices had continued up to that date much the same as in the preceding official year. The reason assigned was that imports from Mysore and the Nizam's territories had served to keep prices down.

16. The two Reports for June were forwarded by Mr. Wedderburn, the late Mr. Hathaway's successor, the first on the 23rd June, and the 2nd on the 7th July. All these Reports were likewise submitted to Government as soon as received.

17. On the 19th July the Government ordered the formation of Local Relief Societies, and promised Government aid to the extent of one-third the amount raised by private exertions. But previous to this, Mr. Wedderburn had stated in a letter to the Acting Secretary to Government, dated 6th July 1866, (No. 68,) that he had put public works in progress out of funds in hand, and would address Government "when any further measures of relief were required." In the meanwhile attention was being paid "to the early expenditure of the Budget grants, which "in some measure tends to the present relief of the people."

18. The real crisis had now arrived in consequence of the failure of the south west monsoon over a large extent of country. Prices which had been high throughout the early part of the year suddenly rose to an alarming extent, and the agricultural classes were left without work at the usual season for work. Steps were then taken, both by the public in Madras, and by the Government, to deal with the emergency. On the 22nd of July a public meeting was convened at Madras, to raise subscriptions for the distressed districts; and on the 25th idem the Government recorded their views on the subject. In the orders passed on that date the Government, after adverting to the deficient and unsatisfactory nature of the reports which had been received from several of the districts, and to the fact that the south-west monsoon had not reached the districts in the north-eastern portion of the Presidency, engaged to supplement private subscriptions wherever raised by granting pecuniary aid to the amount subscribed, in order to relieve those of the sufferers who were unable to work, and further desired that in certain districts named, the Collectors should organize immediate relief works for the employment of those who were capable of earning something their labour. From this time the duty of providing relief for the general population devolved on the Relief Committee, of which Mr. Ellis was himself President.

19. In the proceedings recorded the Board have explained the course of their proceedings up to the date on which a system of relief works and relief-houses was organized, independently of them. The Board from the first were in the receipt of monthly Season Reports, and from the first they constantly watched the progress of the threatening distress. They desired the Collector to furnish special reports at such intervals as he might specially report, and when he vaguely generalized, they called for the particulars required before Government could act. When the early rains, which at one time promised well, failed to commence, and hope gave place to disappointed expectations, full powers were given to the Collector to act as occasion might require. It is true that the order entering these

and the General Commn received direct from Bellary & are in the packet.

Upon carefully perusing the proceedings of the 18th June dated 12th March last, I find it difficult to believe that the Report of the Salt Commissioners has in several respects been framed on exaggerated reports and sometimes incorrect statements. These proceedings of the Board further mitigate me with the conviction that the S. Comrs. has not been justified in attributing to the Board, a want of foresight in matters which from their planning, could not have been foreseen. I am undoubtedly that when late in 1866, the extreme failure of the S. West monsoon was a certainty, the 18th, owing to the scarcity of the circumstances, should suspected the Govt. as to the necessity of prompt immediate remedial measures. I find nothing in the Report of the S. C which proves that more could or should have been done by the Board, and am of opinion that their proceedings on that Report fully acquit them of any blame the S. C may have intended to cast on the Board.

caused obstructions to Lawrence's. at any rate it was for the Colonies, that he demand it was pay, & until the dispute could moments - for the that they should be more pleased, if this measure was thought to be a right.

The Town remarks unfavourable also to the measures of the Gaspee Commissioners for Rhode Island.

Received 30th Sept.
Pro of Govt. for Inure

Minute by the Hon. Mr. Phillips
Dt June 1867

v. a. No. 1455 A. 29th. Inst. 67

v. 25449

Minute by the Hon'ble Mr. Phillips

Dt. June 1867

I concur with my honorable colleague, Mr Phillips, that the Board of Revenue and the District Officers of Bellary, the Collector, Acting Sub Collector, Head Assistant and Deputy Collector, as well as Mr. H. E. Sullivan, late Acting Collector of Kurnool, have fully vindicated themselves from the censure contained in the Hon. H. S. Ellis' report, and that their several explanations should be accepted as satisfactory.

2. Further, I cannot but think with my Honorable Colleague that Mr. Ellis, no doubt unintentionally, has drawn too highly colored a picture

of the distress which prevailed in Bellary and Kurnool in 1865/66. It should be noted that Mr Ellis did not arrive at Bellary until the crisis had pretty well passed; that he had no previous acquaintance with the District; that he remained in it only a month, about $\frac{2}{3}$rds of which were spent in the town of Bellary, and was only a few days in Kurnool; and that, as remarked by the Board, "the object of his mission to afford relief to the people was generally known, and must naturally have operated as an incentive to them to exaggerate their past and present distress."

3. Mr Ellis' statements are many of them directly impugned by the Board and by the Local Officers.

Proc, 12 March 67/3

para 5

Thus Mr Ellis notices as a circumstance which should have made the condition of the Bellary District at the close of the year 1865 a matter of peculiar solicitude to the Board that during the three preceding years there had been a marked tendency to substitute over a large extent of country the cultivation of cotton for the usual grains. The Board on the contrary give returns to show that although the cultivation of cotton had no doubt largely increased from Fasly 1271 / 1861-2 to Fasly 1274 / 1864-5 it had not been at the expense of cereals, for that the area devoted to grain cultivation had been higher in Fasly 1274 than in any of the preceding three Fasles.

4. Mr Ellis' account of the sufferings of the people in the Cuttreendal

Taloor

Talook of Kurnool is directly
contradicted by the late
Acting Collector Mr H.E.
Sullivan, who had his
camp in the Talook for
the best part of the month
of August when the distress
was at its height.

5. Mr Ellis says that
the distress was probably
more severe in the Talook
of Kudligi than in any
other part of the Bellary
District. The Head Assistant
in whose range the Talook
belongs writes "the accounts
which reached me from
Kudligi in August when
the distress was at its height
certainly gave no such
picture of the state of that
Taluq as Mr Ellis has
drawn in his report, nor
did the information which
I obtained from personal
enquiry of the Ryots
during my tour in October
last

Letter 23 Jany 1867
para 6. Vide R. Wade
para

letter 23d Jany 1867. p 6

last me to the conclusion
that the distress from the
high rates of grain and
the difficulty of procuring
employment had been
exceptionally great. The
average price of cholum
was lower during the
period to which Mr Ellis
refers in Kudligi than
in Hoskett. Up to the 8th
of August no deaths from
Starvation had occurred
in Kudligi; indeed up to
the end of that month no
information of any reached
me, while in July eight
such had been reported
in other parts of my Division
From these facts as well
as from the information
which reached me from
every source, official and
unofficial, I came to
the conclusion that
Kudligi was not suffering
so much as some other
parts

Con

parts of my division but that my presence was less urgently required there. It is true that there was a large emigration from Kindlighi but this appears to be chiefly due to the appalling severity with which cholera raged throughout that Taluq."

6 The same Officer states as the result of his actual inspection that Mr Ellis' belief of the returns of death by Starvation being grossly incorrect i.e. understated is quite unfounded. The Collector says the same as regards the cattle losses which on local enquiry he often found grossly exaggerated, and adds "It had got abroad that the replacement of the lost cattle was under contemplation"

Nor

Letter 23rd Jany 1867 Jan 11

in no 192

Letter 25th Jan 1867 17

Nor is Mr Ellis always consistent with himself. Thus after stating that in many parts of the Bellary District one half of the cattle had died - for the replacement of which mainly he shortly afterwards recommended advances to the amount of 5 lacs of rupees - he adds, "This loss of cattle will be felt for many years in the District and will probably reduce the area of cultivation." Yet at the end of his report he states that it is probable that the amount of land now taken up for cultivation is considerably more than at a similar period during the last two years

Mr

8. Mr Ellis states that "as far as he could learn the distress was more general throughout the District than in the last famine year 1854. Prices were higher and the mortality from epidemic sickness more severe." Prices may have been higher as the great influx of money into the District has tended to raise them, but I much doubt whether the distress was by any means as great. From Mr Maltby's report on the famine of 1853/4 I find that that year followed two unfavorable years. In May 1851 the District was visited by a severe storm

storm - In the year 1852/3 the cultivation suffered from excessive and unseasonable rain. The South West Monsoon of 1853/4 was very scanty and the North East Monsoon failed very early - On 29 Decr 1853 the Collector, Mr Pelly, applied pressingly for aid stating that "the poorer orders must starve or seek subsistence in pillage when their present small stock of food was Exhausted unless Govt. furnished them with Employment on the roads and other public works." In January 1854 relief works were fully organized and 8766 persons employed on

× Note The average rain-fall in July 1262/1857.3 was 28½ inches - in 1263/1853.4 only 9¼ and in some Talugs only 3½.

Mr Maltby's report 13 Novr 1854. P.17.

on them. The number continued rapidly to increase until July when it was 97.531. In August it was 77.768 and in September 65.869. The monthly advances were for some months between 2 & 3 lacs of rupees, and the total expenditure about 14 lacs. The loss to Govt and to the ryots conjointly was estimated at 70 lacs of rupees. The estimated expenditure on Special relief works in 1866/7 for Bellary is given by the Sanitary Commissioner at Rs 4,00,000. What will be the total outlay for Bellary and Kurnool in relief works and relief houses I have not

	Acres.
1852/3 —	19.22.960.
1853/4 —	14.77.720.
	445.240.
1864/65 —	2488.665
1865/6. —	23.08.274.
	180.391
	R
1852/3 —	2230.162
1853/4 —	16.24.008
	606.154.
1864/5 —	2448.136.
1865/6 —	22.01.934
	246.202

not been able to trace, but certainly not half of the sum (14 lacs) spent in famine works in Bellary in 1853.4. The decrease of cultivation in 1853/4 as compared with that of the preceding year was Acres 445.240. That of 1865/6 as compared with 1864/5 was only 180.391 Acres. The Collections which in 1853/4 fell below those of 1852/3 in the sum of Rs 606.154. in 1865/6 showed a decrease below the revenue of 1864/5 of only Rs 246.202. This last result is no doubt in some degree owing to the wealth poured into the District of late years. but

the

the difference between the two years as respects decrease in cultivation could only arise from difference in season.

9. Mr Pelly, afterwards Member of the Board of Revenue, was in 1853/4 Collector of Bellary and received from the Govt well merited commendation for his foresight and promptitude on the occasion. Mr Pelly was an intelligent Revenue officer, thoroughly acquainted with the District of Bellary in which he had passed the whole of his upcountry service. He was an Eminently benevolent

p. 20.

benevolent and humane man and felt a warm interest in his old District. The Board have stated that he was "in constant private communication with residents of the Bellary District during the months of April, May and June 1866, and from the tenor of the letters received by him they are quite satisfied that all Mr. Ellis' observations on the condition of the District during these months are the result simply of incorrect information." On no other grounds indeed can I conceive why Mr Pelly was not as urgent for extraordinary measures

of

of aid to Bellary in 1866 as he was in 1853.

10. Mr Hathaway, like his predecessor, reported to the Board the unfavourable character of the season at the end of the year - but unlike Mr Pelly simply recommended certain extraordinary remissions of revenue and made no allusion to the need of relief works or relief houses. In the preceding year 1864/5 there had been a good harvest. (Coll. to Board, 26 May 1867, p 11) The district had been greatly enriched by the high prices of cotton and by the other causes enumerated by the Board in para 7 of their

Proceedings

Proceedings 12 March 1867

More than four months afterwards on the 7th April he merely recommended the clearing out and deepening of old wells in those villages where distress was greatest and that a few district roads should be made - that he did not advise larger or more specific measures of relief may be set down to permanences on his part, but may, as it seems to me, more fairly be attributed to his belief that more was not then required. Mr Hathaway was well acquainted with the Bellary District having been Collector there since April 1859.

11. The Board authorized all the remissions for which Mr Hathaway had applied, the greater part immediately, the remainder after some further inquiry. It may be remarked as showing how liable even experienced officers are to be deceived in such matters and that the caution indicated in the Board's Proceedings 7 Dec 1866 was not altogether unnecessary, that whereas according to Mr Hathaway's estimate there were 620000 acres cut at Rs 554000 would probably be left waste, the extent eventually found to have been left uncultivated was only Acres 286879

Note

The Board did not lay this correspondence before Govt, nor do I think that there was any necessity for their so doing - No action was called for, nor any order beyond what the Board had authority to issue. The granting of remissions for failure of crops is left to the Board and does not usually form matter of reference to Govt. The Collector's previous letter of 8 Nov 1865 in which he described the season as very unfavorable had been laid before Govt. -

to Govt. 28 Jany 67
p. 4. 5.

and the remission given Rs 1.60. 956.

12 In regard to what was stated by Mr Hathaway to the Board in his letter of 16 Nov 1865 as to the emigration of ryots with their cattle, Mr Wedderburn explains, "that "the failure of a crop, "which is looked to, for "the forage of the cattle, "until the June rains "produce grass for pasture "should have necessitated "the departure of a large "number of petty cultivators from a country "where they could not "remain and preserve "their cattle, may be "lamented, but could "by no human foresight "have been prevented.

Spending

"Spending any amount
"of money on road making
"would have had no
"useful result, at the
"commencement of the
"year, as regards this
"class of people. Their
"cattle are their most
"valued stock - far more
"so than any immovable
"property, which they
"might temporarily aban-
"don. Their wealth is
"packed in small com-
"pass. A few brass pots
"constitute their furniture,
"and their gold or silver
"ornaments their realized
"capital". The parties
reported to subsist on
Tamarind seeds &c are
Explained by Mr
Wedderburn to have
been the lowest non-agri-
cultural classes consisting
of

* Note. The use of tamarind seed is common in Madras Presidency as a substitute for rice. Mr Elliot's report of 1854 - Madras Jubilee Handbook - Vol 2 - Statistics - page 6.

ibid - para 6.

of the gipsy tribes and the like. Agricultural laborers are usually paid in grain.

13. That in a District such as Bellary with a population reckoned at 1¼ million there should be not a few who are only just able to keep their heads above water in ordinary times and that any adversity of season must bear hardly on them cannot be doubted and cannot be prevented. ~~If I mistake not the~~ Govt. received in June and July last similar accounts from other districts, both west, Salem and Ahmednagar.

The

14. The Board remark, justly as I think, that "Mr Ellis attaches too much importance to the failure of the seasonable rain in the latter months of 1865 and not Enough importance to the failure of the rains in May, June and July 1866".

Recd 12 March 1867. P.11.

15. Mr Wedderburn states, "My connection with the District commenced in the last week of June 1866 and it was my impression then, as it is my belief now, that had rain fallen, as was expected, in July, there would have been no distress calling for measures

Letter to Board 26 March 67 - p. 10

Letter to Revenue Board 26 March 66. p. 12.

measures of extraordinary relief". Mr Wedderburn is a Revenue Officer of much experience in the Ceded Districts. He was in charge of the Cuddapah District in August 1854 when the adjoining District of Bellary was visited by famine and must therefore have known the state of that District at the time and the measures taken for its relief. As above stated he did not join the Bellary District on the last occasion until the 21st June 1866, and therefore is not accountable for any remissness, if remissness there was, before he arrived. On the

To Govt. 23d Jany. 67
p. 4.

the very day following
his arrival he called
a meeting of the influ-
ential native gentlemen
of the place to raise
money for the relief
of the very destitute.
He was at Bellary
during July, August
and September when
the distress was greatest.
His statements may
therefore command
confidence.

16. He has adduced
one fact in confirmation
of his opinion - Intoxi-
cating liquors spiri-
tuous and fermented,
or country arrack and
toddy are the chief
luxuries of the lowest
orders in India and the
extent

From Collr. to Board
26 March 1867. p. 11.

extent to which they
are consumed by those
classes has even been
regarded as one of the
most trustworthy indi-
cations of their condition.
Men in want of food
cannot buy liquor. The
Abkarry Rents of
Bellary for Fusles
1276, 1277 were sold by
public auction on the
21st May 1866. Had
extensive distress pre-
vailed from 16 Nov.
to 21st May or for
nearly seven months
it may be presumed
that there would have
been default among
the contractors for
Fusly 1275. and that
the biddings for Fusly
1276.7 would have
fallen

fallen off. On the contrary there was hyst & competition which resulted in the rents for the whole District being knocked down for Rs. 902,400 or an advance of Rs. 398,500 above the aggregate rents of Fasly 1275 - The rent for A Coor, one of the most distressed Talooks rose from Rs. 17,700 to Rs. 52,600. In Kudligai where according to Mr. Ellis the distress was greater than in any other part of Bellary, the advance was from Rs. 15,100 to Rs. 35,000. It is clear thus that towards the End of May 1866 the competitors for

ibid. p. 7. 8. 13.

for the Abkarry rents, no incompetent judges, did not take a gloomy view of the prospects of the District. I am aware indeed that some of the renters have probably been heavy losers by their contracts, but that is in consequence of the drought having continued thro' the earlier months of their leases, which was not looked for by them when the rents were sold at the End of May.

17. The promptness with which the District has recovered itself points to the same conclusion. "The ordinary cultivation has been reached without any difficulty from

difficulty". Inquiries were made by the Col-
-lector during his late tour if the ryots wanted further advances but "there was no general inclination to accept them". "The replace-
-ment of the cattle will be effected by the people without Govt. assistance". "There is sufficient capital to purchase them."

18. In respect to the presumed Emigration of the people Mr Wedderburn writes, p. 16. "On making "local inquiries in Madac-
-"cera, which is inter-
"lapped by Mysore, I "learned that a partial Emigration

"Emigration was due to "the outbreak of cholera, "and not to any other "cause. With this partial "exception, and of some "ryots having left Alur, "there was no general "exodus" from Bellary. "In the one taluq some "people crossed the frontier "owing to cholera, in "the other talugs they "moved for water and "pasture. Any large "Emigration of the agri-
-cultural population "would have caused "a diminution of cul-
-tivation, which has "not taken place."

19. Undoubtedly there was during the summer and autumn months of 1866 and particularly from

from June to September
much distress among
the lowest classes not
only in Bellary but
in other districts. The
S.W. Monsoon held off
not there only but
in parts of Salem,
North & South Arcot
and Coimbatore, in the
two first of which
Districts some Taluqs
were visited by Mr
Ellis. Drought and
consequent want of
employment with high
prices cannot but
tell heavily on those
who in India as in
other countries live
from hand to mouth
in ordinary times. It
is also difficult in
such cases to determine
how

× Note.
Mr Forster the Sub Collector states that in Bellary the distress consisted in a want of water for drinking purposes as much as in a want of food - and Mr Lilly the Head Assistant personally told me the same thing - The Board point out (Pros. p. 22) that the average price of Cholum, the staple food of the population, for March. April. May 1866 was 10% in Excess of what it had been in the corresponding months of 1864.

Note.
It would be more difficult in Bellary in the first six months of 1866 as the season from time to time gave promise of amendment which was not ultimately realized - Thus the monthly season return for April

we read - Some good rain falling. Tanks received water - In that for May - Rains throughout the District - Fell heavy in places - June, slight rain - July, Moderate rain - I may mention generally that these monthly season reports give no indication of serious distress until July - And after all the cultivation in Bellary for 1865-66 amounted to 2308274 Acres - or 65 per cent above that of the famine year 1853/4.

In some work for April May June - [illegible] Forster Asst Collector Bellary Inspection Report - if any thing less encouraging than the foregoing Return for the same Months.

how far such distress shall be left to private and local charity and where the Govt. should step in to supplement it - If their intervention be premature such results will follow as were seen last year at Madras where relief works were opened with much pomp of circumstance but no indigent laborers found to take advantage of them - and where private benevolence aided by public funds was employed for months in feeding the standing beggars of the Town. Whether the action of Govt taken in

in July last for the relief of distress in Bellary and other Districts was too long delayed may be matter of opinion - I do not think it was; but however that may be it will not affect the Local Officers or the Board of Revenue by whom all necessary information was promptly laid before Govt from the time that affairs began to assume a serious aspect.

2o By what I have above written I do not mean in any way to detract from the value of Mr Ellis' services in organizing measures of

See Bombay Pros. 12 March 67 - p 13. No. 19

Mr Wedderburn - letter 23d. Jany 67 - states that the persons fed at the Bellary relief houses in July 1866 exhibited but little signs of Emaciation - but as the time wore on appearances would probably alter for the worse -

See too report of Lt Smith Assistant Salem 21 Sept 1866 p 21

of relief in Bellary as in other Provinces. In the circumstances under which he visited Bellary he was exposed to encounter misrepresentations which the condition of some of those seen by him at the relief houses and works in October last who had gone through the previous period of privation & suffering was no doubt pitiable and likely to strengthen the impressions received from the accounts given him. Still for the reasons which I have above mentioned I cannot but deem his description over-charged and his structure

on

on the local Officers
and on the Board
of Revenue undeserved.

21. The conduct of
Baddha Rengah Reddy
of the village of Oilwadu
in the Koilgoontla Ta-
-look of Kurnool as
described by Mr. Ellis
should receive the
special notice of
Govt. I trust that
altho' the most con-
-spicuous it was not
the only instance of
native benevolence.

8/3/67 [illegible]

[illegible]

[illegible]

Revenue 1867 Dep^tt.
Pro of Govt. for June

eliminate by the Hon^ble
Sir T. Pycroft K.C.S.I.
W 8 May 67

L.R. No. 1455 of 29th June 67

I. In the report submitted respecting the recent scarcity in Bellary and the measures adopted for its relief, the Sanitary Commission has passed Critical reflections on the parties concerned in the General and Local administration of the District. Mr Ellis affirms:

(1) That there was a want of foresight and energy on the part of the Board of Revenue in dealing with the emergency.

(2) That Mr Hathaway, the late Collector failed in bringing the dangers to which the District was exposed with sufficient force before the Board of Revenue and the Government.

(3) That the acting Sub Collector in charge Mr Forster betrayed the same want of precaution and vigour.

(4) That the Collector of Bellary Mr Wedderburn was remiss in the performance of his duty, inasmuch as he did not leave his head-quarters for the purpose of visiting the affected parts of the province between the 2nd of June when he was nominated, and the beginning of November when he was

caused by the presence of a Special Commissioner.

(5) That the Head Assistant Mr Lilly only visited one of the Talooks under his Charge besides that in which he held his residence.

(6) That the Deputy Collector remained almost entirely at Gootybeda he might have been usefully employed in inspecting the distressed region.

(7) That there was a want of activity on the part of Mr Sullivan, the acting Collector of Kamool, in devising and applying remedies for the distress in the Pattikonda Talook of that district.

11 As far as appears from these papers the first notice of apprehended distress is contained in Mr Bathoway's letter to the Board of Revenue under date of November 5th 1865. In this report the Collector states that the season is "very unfavorable" and that "almost all the Unirrigated and "irrigated Moongary or early Crops have "failed in many Talooqs, and the prospects "of the "kingary" or after Cultivation "are rather gloomy, owing

to

"of the failure of the Rainfall."
The Collector then intimate that he con-
templates the remission of Assessment
on unirrigated lands, the extent of
which he can only estimate when he
has inspected the affected Talooks in
person.
Mr Rathaway's letter was submitted for
the orders of Government by the Board
which at the same time replied in a
tone, as I think, rather discouraging to
that Officer. They remark that Mr Rathaway
"must address the Board in more
"detail" (which I suppose he intended to do)
and they add in deprecation of the suppose
opinion of the Collector, "that the Board
"are not satisfied that the Season has
"been so exceptionally unfavorable as
"to necessitate the grant of remission of
"Assessment on dry lands."—
Mr. Rathaway having gone out on
his tour of Inspection, subsequently
addressed two letter to the Board
of Revenue, under date, respectively
of the 16th and 24th of November.

Yours

These letters do analogize, in general terms, all the forerunners of impending famine. There has been a failure of the seasonable rainfall, the North East Monsoon, Ryots are emigrating, Cattle are suffering from want of fodder, drinking water is becoming short, irrigable and unirrigable lands are lying untilled, Crops where sown are withered, crime is on the increase, the ryots are persistently clamorous for remission. The Collector accordingly claims a remission of the full assessment on unirrigated wet and dry lands and on the withered crops on both descriptions of land. The Board, answering Mr Rathaway on the 7th December, admit a remission on unirrigated wet lands and on withered crops of that class, conformably to existing regulations, they leave the remission on dry lands to the discretion of the Collector, and reserve the remission on withered dry crops for decision on fuller information. If the Board had stopped here they would have acted both with generosity and prudence, but they unhappily added some expressions of a doubtful and almost querulous character in the same vein as those employed in their

2356

previous proceedings. They state to
Sir Balthazar that the Board are of
"Opinion that in dealing with Applications
"for remission in Bellary where the Assessment
"has been put on an Easy footing, and where
"the Ryots profits of late years from the
"Extraordinary state of the Cotton and
"Grain Markets, must have been enormous,
"there is no reason to anticipate distress,
"or to deem Special Liberality Necessary.
"The Case is rather one in which much
"Care should be exercised in Scrutinizing
"the grounds for the Application."

The language of the Board used here appears to me to be imprudent, and Calculated to Depress the humane Solicitude of the Collector and his Representations for the welfare of the District. The Sanguine Anticipations so lightly uttered were destined to be Speedily refuted by a result which was certainly not beyond the limits of Experience and Probability. The prosperity, perhaps the Existence of the People of Bellary, hung upon the South West Monsoon in May & June.

If rain came, then the district would
recide and flourish, if rain did
not come, it would languish, perhaps
it would perish. But the Board
admit no unfavorable contingencies,
express no anxieties and ask for no
further information notwithstanding
the formidable lessons of the past.

The Tenpins claimed by the
Collector were, however, all admitted
in principle, and eventually granted,
And it proved that, though extensive, they
were not applicable to nearly as large an
area as Mr Hathaway in his Communication
of November had apprehended. The
subsequent distress was severe but
partial.

Between November and February,
Cattle in Bellary were getting gradually
worse - In February the Board ordered
fortnightly reports to be made from all
the Districts - On the 7th of April Mr Hathaway
suggested the sanction of certain small
famine works, such as cleansing and
deepening wells in some villages, and
the erection of a few district roads. A portion of
the people were already reduced to a
wild and casual method of sustenance
on roots and seeds.

On the 13th of April the Board called on the Collector for definite proposals without delay – They would have done better if they had at the same time sanctioned Mr Gathaways' overtures, recommended them to Government, and enforced action without delay.

The period of the South west Monsoon on which all depended was at hand.

On the 17th of April Mr Gathaway died unfortunately. In the interval between his death and the arrival of Mr Wedderburn at the end of June the district was committed to the care of Mr Forster, a young Officer of little experience, a acting Collector in charge.

Mr Forster seems at first to have been under a strong impression of the Calamities which were impending – In the season Report for the fortnight ending March 31st forwarded on the 19th of April he distinctly refers to the famine of 1854 and adds that "the distress in the District at present is worse than it ever was". He then suggests the construction of roads as the means of alleviating such destress.

The Board, having previously acted upon

A distinct plan of relief works, made in
reply to this Communication, and Mr
Foster on the 19th of May following, too
Easily reassured by a partial rainfall,
reported, in Answer to the Board's former
demand for a Specific proposal, that
no further Aid was for the present Needed,
adding some reflections on the dangers of
drawing people together for the Execution of
relief works on a large scale which were
by no means verified when such relief
works were afterwards undertaken.
The Board appear to have shared the
Opinion of Mr Foster. It was indeed
Subsequently Abundantly apparent from
the Season reports for May, June, and the
beginning of July, that the Monsoon was
intermittent and deceptive, that Crops
and fruit Trees were withering from drought
that Man and beast were declining or
dying from hunger and disease, but
the Board remained satisfied with the
hasty assurance of an Acting Sub-
Collector in Charge, given under a transient
impression of improvement. They addressed
no new Requisition for Plans of relief works
to Bellary, they brought no emphatic or

Alarming Statement under the eyes of
Government, they simply folded
their hands and let matters go on till
the Government in the Month of July
originated a General Order for Relief
& relief in General distressed Districts
in which Bellary was luckily comprised.

In my humble judgment, the
Board of Revenue did shew a want
of foresight and a want of energy.
I think they were in fault. 1st in the
tone of their replies to Mr Rathaway.
2. In not communicating Mr Rathaway's
letter of the 16th and 24th November
to Government with their reply. 3. in
not sanctioning at once the works
postponed by Mr Rathaway. 4. In
not enforcing the preparation of a
scheme of relief work against the
apprehended emergency. 5. In not
warning Government in emphatic
terms that the prospects of the
district depended on the South West
Monsoon in May and June, and that
Government ought to be prepared
for the worst. 6. In not recommending
the despatch of some Special Officer
to the spot with ample powers to meet

the contingency of famine, and to put in motion the machinery of relief. The Board must have advised in May what the Government did in July & September. Such a measure of foresight would not have been unnatural and it would not have been attended with any inconvenience. The peculiar position of Bellary in reference to the local rainfall in May and June would not have been unknown to the head of the Board of Revenue, an Experienced and benevolent Officer who had passed many years in the District, who had seen and helped a famine, and who resigned a feeling of [illegible] for had remained attached to his former charge - The premature proclamation of relief works must have had some effect in drawing off labourers from the land, but relief works judiciously scattered would not have taken the people very far from their homes and if the season had turned out well the suspension of the works at any moment would have restored the ryot or the labourer to their fields - Judging the conduct of the Board by the light of subsequent events, I certainly

fault in their attitude a part of formality and torpor, a deficiency in that spirit of intelligent initiative which does honor to a governing body in periods of public difficulty. But the Board did not fail in any exceptional manner - they labored as many have done in other times and places. It is a common quality in Governing bodies that they are reluctant to contemplate the worse contingency, to provide against Calamities which may never come to pass, to grant extraordinary powers, to sanction extraordinary disbursements. I am not prepared to condemn the Board of Revenue severely, but I think that they may gather from the experience of the past year, a useful lesson and motives for greater vigilance and Enterprise in the future.. There are some points in the Vindication submitted by the Board of Revenue & Government in their Proceedings under date of March 12th which appear to me to call for remark.

Mr Ellis in his report, has stated

in illustration of the dangerous state of the district at the end of 1865. That Cotton had been substituted for cereals over a large extent of the Country, and that there had been a reduction of the area of grain cultivation, implying that the production and reserves of food in the country were diminished. The Board view on the contrary that the area of grain cultivation had increased in the three years preceding 1865. 66. I submit that there was substitution, though not reduction. The expansion of cotton cultivation was at the expense of the best Dry grain cultivation. As far as I can learn Cotton is planted on the best lands. The dry grain crops are thrust out of the superior positions to the inferior, and the compensating area taken in and brought under the plough, is from waste ground less fertile, less manured, more exposed to the influences of drought. I remain under the belief that the Sanitary Commissioner was substantially right, that there has been substitution of cotton for grain and a diminution of food produce though not to the extent commonly supposed.

Indeed it is a satisfactory feature in the extension of cotton culture both in this Presidency and elsewhere, that it is not to much to the prejudice of grain cultivation as might have been expected and as is often alleged.

The Board deem to attach much im-portance to the means of purchasing food which the district possessed in consequence of the great influx of money of late years on account of the cotton crop. No doubt there was money in the hands of the better class of ryots who had engaged in that Culture and among the traders, and the existence of this wealth is apparent in the rapid revival of prosperity in the Country where the lower ryots can no doubt procure advances for the repurchase of Cattle and for the prosecution of their Culture on much easier terms than in the year 54. But it must be remembered that there were many cultivators in Bellary who had no share in the profits of cotton, and many labourers who had no land at all, who receive grain not money wages, and who were thrown out of employment by the decline of cotton Culture and by the failure of grain cultivation through drought

The Board remark that the solicitude of Mr Hathaway and his personals only applied to one class of the people, the landholder class and not to the general population, and they remark that the land holder class only comprises 125,000 out of one Million and a Quarter, that is that the landholder class only amounts to one tenth of the gross population. Such a statement on the part of the Board of Revenue regarding an Agricultural District in India Surprises Struck me with Surprise. But it is obvious that the Board of Revenue is in Error. 125.000. is not the number of doubs de-pending on the land, and the number of persons holding Pattahs or Government leases of land, these 125.000. are almost all Heads of families and represent 600.000 Souls directly belonging to this class or about One half of the population, but indirectly a much larger number, for the better sort of landholders employ day labourers paid, as I said, for the most part in Grain and liable to be thrown out of Employ-ment in periods of drought, so that if may be fairly affirmed that the Measures of Remission contemplated by Mr Hathaway, and his Solicitude

Intended, not as the statement of the Board of Revenue implies to one tenth of the population, but directly or indirectly to near two thirds.

The Board contend that because the Market value of the staple grain in the Months of March, April and May in Bellary had not risen more than 10 per cent over the prices of some former years, that there could be no famine in the Country. I attach little importance to this Argument. While people in former years were receiving good wages in money or in grain, high prices were of little importance, but when people were thrown out of employment, or employed at reduced wages, the same prices or prices a little higher might be most Onerous. In fact the price of grain in a Market town is an Index may give no indication or measure at all of the necessities of the laboring people in a remote rural district where wages are often paid in Kind. In Bellary many people had no wages of any sort in money or in food. It mattered little to them whether food was dear or cheap, they had none and no means of getting any.

N. 8.

Whether the General picture of the

by Mr Ellis of the State of Bellary during the famine is overcharged or not, I find it difficult to determine. Mr Ellis was an intelligent, impartial, & experienced inquirer, with every source of information at his Command. Because late it is true, he was not an Eye witness, but neither were the collector or his subordinates to any great extent, Eye witnesses, for they remained for the most part at head Quarters. I understand that Mr Ellis devoted a great portion of his position and duties are a very Competent Authority. I am more disposed to adopt the views of Mr Ellis than the views of the Board and the Collector, who may be unconsciously inclined to believe that matters were not so dark as has been asserted, and thus to excuse their inactivity. Mr Ellis does however appear to have formed a lower estimate of the independent recuperative power of the district than experience has shown to be just.

W. Hathaway III

The Collector of Bellary Mr. Hathaway appears in the first instance to have been fully alive to the dangers

having over his district, and Even
reported them in terms which Subsequent
experience proved to be exaggerated in
so far as the extent of land left waste
is concerned. Between the Month
of December 1865. and the Month of
April 1866. Mr Bathaway does not
appear, however, to have directed upon
the attention of the Board and of
Government the dangers contingent on
the failure of the South West Monsoon
with sufficient vigour. Whether he was
discouraged by the replies of the Board
in December or whether his energies were
relaxed by the encroachments of the
Malady under which he afterwards sunk
cannot now be ascertained. His suggestion
for the Commencement of relief works
on the 7th of April proves that he was
not insensible to the sufferings of the
District, but they were not precise or
Comprehensive. We are satisfied in
believing that if the Health of Mr
Bathaway had been unimpaired, &
if his life had been preserved, a
more vigorous character would have
been impressed on the action of
Government with respect to the District.

M.r Forster

IV

The action of Mr Forster seems to me to have been feeble. He began by stating that the Distress in the District was greater than it ever was, and by referring to the vast Expenditure on famine works which had been sanctioned in 1874. After the first partial fall of grain he reported that no assistance was required. He does not appear to have originated local associations for Charitable relief which were only set on foot by Mr Wedderburn. It appears from his letter that he was too easily intimidated by previous orders and Maxims enunciated by the Government and the Board of Revenue, but none of which renounced relief works as a legitimate form of State intervention in Periods of Scarcity. Mr Forster was called with very little preparation to an important duty. He was young and inexperienced, but youth is usually associated with want of Enterprise. I think he lost a good Opportunity on a great Scene, but when replaced in a subordinate Capacity he proved his Activity and Good will by personally inspecting every portion of the Country Committed to his Charge

Wm. Wedderburn
v.

Mr Wedderburn, in my opinion, circumscribed his personal intervention too much to the town of Bellary. He remained for four months and upwards while the distress was greatest, without recovery from the Station: He has explained his Conduct by stating that the General direction of measures of relief and the duty of providing for the public security required his continuous presence at the Capital of his district. No doubt great weight is to be attached to these reflections, and I hesitate to blame Mr Wedderburn for what was at worst an Error of judgement. I must say however, that had Mr Wedderburn asked for assistance in the performance of his various and onerous duties, Government would have granted it and that the presence of an English Regiment and of a Army Native force afforded Every means of preserving the public peace in his Absence. The appearance of the Magistrate of the District in the most afflicted parts could not have failed to Comfort and encourage the people, to stimulate expenditure, and to Animate the

the Exertions of subordinate Officers, and if Mr Wedderburn had given out, his personal opinion on the extent of the distress and on the State of the Country would have had greater weight. The Charitable exertions of Mr Wedderburn at Bellary are however undoubted and the Government have to thank him for a comprehensive Scheme of relief works at the end of July when the Board of Revenue had extended his predecessors to January in April and failed to procure.

Mr Lilly VI. Mr Lilly the Head Assistant in Bellary appears to me to have justified his conduct in withdrawing to a greater extent in the Talooks under his direction during the prevalence of the distress. He proves that he could not have done so without prejudice to his Statutory duties, and he was not directed to do so by his Official Superior.

Tyaloo Naidoo VII. Tyaloo Naidoo the Deputy Collector of Bellary has in my Mind given a Satisfactory Statement of the Reasons which retained him at head Quarters during the famine period.

In addition to the absorbing Nature

of his duties at Gooty, he is enabled
to plead impaired health which has
since compelled him to leave the
district. Nor need it be forgotten
that the Deputy Collector was under
the direction of Mr Wedderburn.

Mr Sullivan
VIII

Mr Sullivan was acting Collector of
Kurnool during May, June, July,
August, and September, that is, during
the whole of the period during which the
pressure of scarcity was most severely
felt in the Putticonda Taluk of the
District. Mr Sullivan does not appear
to have been prepared for the contingency
of distress in the Taluk. During the months
of May, June and July, the rainfall of
the South Western Monsoon is admitted
to have been insufficient. No relief house
was organized. It was not until
the 20th of August that sanction
was solicited for the application of
certain moderate sums from local funds
and District road funds to the
execution of relief works. Before
the 1st of October, according to the
statement of Mr Ellis, which is not
distinctly contradicted by Mr Sullivan,

only 1267 Rupees had been suspended.
The vindication presented by Mr Sullivan,
Couched in very vague terms, is not
conclusively satisfactory to me. He
admits that if it had not been for the
prevalence of distress elsewhere he
would have applied for relief earlier
than he did. I hold this to be a bad
reason for inaction. It is the duty of
every Officer to represent the wants of his own
people in convincing colours, leaving
it to Government to apportion the
assistance of the State where it is most
needed in their superior judgment.
On the whole the proceedings of Mr.
Sullivan with a view to the relief of the
Puttikondah District appear to have been
deficient in promptitude and energy.

IX. Having in the foregoing remarks expressed
my sentiments freely in regard to the
course taken in these affairs by the
Board of Revenue, and the principal
Executive Officers of Government, I think
it right to record my opinion that
the Government itself may find
some cause for regret and self
reproach in a revision of what
has passed —

The Government naturally look to the
Board of Reserve for Advice in Matters
Concerning the welfare of the people
and especially in regard to the condition
of the agricultural classes - The Board
in this instance failed in bringing the
probable contingency of famine prominently
before the notice of Government:
but The Government is not a passive
instrument in the hands of the Board.
We need not wait for their Advice
or abide by their instructions. The
Government had before them all
the Local Reports from Bellary,
and all the Communications from
that Quarter, having the important
letters from the Bathaway of the 16th
and 24th of November. The Local
Reports were indeed meagre, and
perhaps made the less impression
upon Government, as they were
united with numerous Statistical Returns
of a more or less similar Character
from other parts of the Country. But
a bad Report from Bellary inter-
=preted by the light afforded by the

Becomes history of that Province
must always have a peculiar
Significance. While the
Government was lax and easy
in simply recording those Commu-
=nications. They ought to have been
made the basis of admonitions,
Enquiries and Preparation.

For my part as a Member
of Government, I am ready to
avow our participation in a
Common Error, and in blaming
others to take a Share of the
blame upon ourselves -

June 6th. 1809.

Napier

Revenue 1867 Despts
Pro of Govt for June

Minute by the Right Honble
the President
26th June 67

Minute by His Excellency the Governor.

I am formally concurred in the Government order of the 29th of June respecting the Report submitted by the Sanitary Commissioner upon the recent Scarcity in the District of Bellary because the Order embodies the sentiments of my Colleagues in Council Sir Thomas Pycroft and Mr Phillips. I think it right however to record my ~~entire~~ dissent from the tenor of the order expressed which is repugnant alike to my opinions and feelings. My views on the subject are expressed in a Minute under date of the 6th of June which will be submitted to the Secretary of State. I confess that I am consented with some reluctance to attach my name to a document

Sec. 1.

4245.

S. A. No. 1455 A. 29th June 67

which in my humble judgment excuses
a remiss or ~~neglect~~ ~~of public duty~~ on the part of
~~the exercise~~ the Board of Revenue. The executive
functionaries of Government and
the Government itself. I do not,
however, consider myself entitled
to exercise the power with which I
am invested of reversing the
opinion of the majority of the Council
in this matter. The views of my
colleagues, gentlemen of long experience
in the varied concerns of the Presidency
claims my earnest though I cannot
give it my unhesitating assent. The
question is certainly one open to dispute
and on which a diversity of impressions
may be naturally entertained and
there is no immediate practical
issue at stake.

Minute

Recd. 24 June 63

Revenue 1867 Depts
Pro of Govt for June

1455A
29/6/67

Minute by the Right Hon.
the President

& 29 June/67

L. & No. 1455 & 29th June/67

No 2452

Observatory. May 5th. 1867.

My dear Sir Thomas Bycroft

The defining rainfall this year so far has been distributed as follows:—

Month	No of days	1867	Average
January	4	0.17	0.89
February	—	None	0.22
March	—	None	0.48
April	2	0.11	0.68
		0.28	2.27

1.59

Without excessive shade temperature the heat of sunshine has been unusually high, while the ground temperature at night has been on the contrary below average. Horses have been affected thereby, but I should have expected the same with sheep and cattle. — Kindly excuse a hasty reply.

Yours most sincerely
R. R. Pogson. —



Extent of Cultivation

North Arcot

	Acres
1864-65	6,49,850
1865-66	6,30,785
	19,065 Decrease

Salem

1864-65	10,86,525
1865-66	10,82,754
	3771 Decrease

Land Revenue Collections

1864-65	2,16,957
1865-66	2,53,714
	36757 Increase

Revenue Department

No. 14554

Proceedings of the Madras Government
under date the 29th June 1867.-

Read again Ro:
of Govt dated 10th January
1867, No 73-

Read also the
following -

From Collector of Bellary - (Here enter 28th June 1867, No 4)
" do " do (Here enter 28th " " " No 6)
" do " do (Here enter 12th Feby " " No 12)
" Ag Sub Collr do (Here enter 16th " " " No 11)
" Asst to the do (Here enter 22nd June " " No —)
" Collr do (Here enter 21st Feby " " No —)
" Civil Judge do (Here enter 28th June " No 5.)
Proceedings of the Bd of Revue - (Here enter 12th March " No 1517)

N.

In G.O. dated
25th September 1866, No 1570,
the Govt directed the Commissioner
(Honorable W. Ellis) to
proceed to Bellary and
Kurnool - visit the most
distressed parts of both
districts, and in concert
with the local authorities

existing arrangements for the relief of distress - the employment of the able bodied poor - and the preservation of the public health." It was desired that his final report should embrace the prospects of the season, and the measures likely to be required until the next harvest affords permanent relief - and beyond that period should the approaching harvest fail in producing the necessary provision for the sustenance of the people.

On 24th December 1866, Mr. Ellis submitted his final report in which he animadverted on the measures and conduct of the Board of Revenue and the officers whose replies to his observations are recorded in these proceedings.

Mr. Ellis judging after the event expressed his opinion that there was a want of foresight

the critical position of the district on the part of the Board at the end of 1865 and in the earlier months of 1866, and inactivity and an absence of energy on that of the local officers except Mr. Foster in dealing with the matter when the crisis arrived.

It is unnecessary for the Govt to enter here into the details of the case. It will suffice to record this opinion that the Board and the officers concerned have successfully cleared themselves from the imputation of blame thus cast against them - and that the Govt find no reason to endorse the opinion expressed by Mr. Ellis.

Neither happily is it now necessary for the Govt to consider how far the continuance of measures of relief is expedite - the present circumstances of the district of Bellary are very favourable and it has escaped from the threatened

state to which it was reduced in the months of June, July, August and September 1866. The expenditure of some 4½ lacs of Rupees on relief works sanctioned by Govt in addition to the valuable aid afforded by liberal private subscriptions doubtless materially contributed to this result - but the fact remains that the resources of the District cannot have been seriously impaired - and that the loss of men and cattle must have been less than was supposed.

The Collector writing in May reports that "prices are falling and have reached the level of prosperous years" "except in regard to Rice which does not in Bellary constitute the staple food of the people. and that "the cultivation has exceeded that of the year 1865/66 upto April last by acres 6,662". The people have evinced no inclination to avail themselves of advances from Government beyond what have been already sanctioned to the extent of 120,000 £s.

While recording the above remarks the Government desire to express their sense of the value of Mr. Ellis's services in organising measures of relief in the districts he visited - and urging attention to remedial measures

See Collectors Report of 26th March 1867 in Boards Proceedings dated 29th April 1867 No 2696

calamitous seasons in time
to come.

The great project
however to which all look
as of the first importance if
practicable. viz what is known
as the "Upper and Lower Bol-
lary project" forms part
of the Irrigation Company's
scheme for utilising the
waters of the Toongabbee
river - and its practicability
has yet to be established
while its execution must
in any case occupy a very
extended period of time.

The efforts of Govern-
ment are meanwhile being
directed to the improvement
of the river channel of

irrigation in the District and
special assistance has been
given to enable the Superintend-
ing Engineer to examine thor-
oughly and throw into
shape speedily all promising
projects for attaining this
most important object. The
Government will be prepared
to make the most liberal
provision of funds in their
power for the execution of
the approved works when the
plans are matured.

~~Before closing this~~

The Government de-
sire to place on record their
high appreciation of the
munificent benevolence of
Baboo Kanjeb Bedola
a villager of Belevedy
Zemindary to

Kaidgoontla taluk which
is brought to special notice
by Mr. Ellis and they desire
that the Collector of
Kurnool will convey to that
gentleman the expression of
the admiration of Govern-
ment at his large hearted
liberality, which must have
been instigated the feelings of humanity
& probably saved many lives

[illegible]

G40 No. 142-143
10-1-67

N° 4353

Cour d'Appel
de Limoges
1864.