M.R.O. 1—30,000—16-10-12.

# MADRAS RECORD OFFICE.

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## Government of Madras.

Judicial **DEPARTMENT.**

G.O. No. 1443 Press Mis.

52-54.

Dated 10.10.1865 19 .

14/15

***Not to be folded or roughly handled***

Read the following papers:—

No. 52. From J. I. MINCHIN, Esq., Magistrate of Kurnool, to the Honorable A. J. ARBUTHNOT, Chief Secretary to Government, Fort Saint George; dated Kurnool, 2nd May 1864, No. 21.

I have the honor to forward, for the consideration and orders of Government, a Memorandum, which I have drawn up on the state of the Village Police in this District, and the necessity that exists for at once placing it on the same footing as the other Village Service.

2. The Government is aware that all the Village Service Inams of this District were enfranchised by the Inam Commission, on a quit-rent of 10 Annas in the Rupee, and at the commencement of the Current Fusly, the enfranchisement was carried out, and the whole Revenue Service of the Villages is now conducted by salaried servants, paid out of the Village Service Fund.

3. In deference to the views of the Inspector General of Police, the change was not extended to the Village Police. The Puttahs of the Village Police Inams, issued by the Inam Commissioner, have been retained in my office, and the Village Police have continued on their former footing, holding their Inams on the performance of their customary duty.

4. Owing to the want of adequate remuneration in some Taluqs, and the manner in which Village Police and Revenue duties were inextricably mixed up under the old system, the attempt to continue the Village Police Service unchanged has resulted in a lamentable failure, and the Taluq of Markapoor may be said to be left without a Village Police of any description.

5. The causes of the difficulty that has arisen, are fully detailed in the accompanying Memorandum. I have bestowed on the subject long and anxious consideration, and have been unable to devise any remedy but the radical step of placing the Village Police on the same footing as all the Village Service of the District, the enfranchisement of the Inams, and introduction of a paid Village Constabulary.

6. The salaried Village Constables will be selected from the present Talaries: besides their pay they will all hold a portion of enfranchised Inam, and will thus be in a respectable position, such that really efficient service can be expected from them. The reduction in number will be great; but where, as in the Markapoor Taluq, the average remuneration of the Talaries at present is Rupees 3 yearly, the service rendered by men so ill paid is nominal, and it must be better to have 270 properly paid constables, than a host of men from whom no duty can be enforced.

7. While in the Markapoor Taluq, I took advantage of the presence of the Superintendent and Assistant Superintendent of Police, the Head Assistant Magistrate, and Tahsildar of the District, to hold a conference on the subject. The absolute failure of the present system was universally acknowledged, and that, under existing circumstances, no remedy was feasible, but the introduction of a paid Village Constabulary.

8. Gopalkistnama Chetty, the Tahsildar of the Taluq, a man of marked intelligence, considered that the Village Police could be carried on efficiently with 250 properly paid men; the Head Assistant Magistrate considered that a larger number would be necessary, and would prefer to increase the number by decreasing the

pay. As stated in my Memorandum, this is a fair subject for experiment, and there is no doubt that the cost of living is not so great to the east of the Nalla Mallas, as in the rest of the District, and a salary of Rupees 3 per mensem might there suffice to secure the services of an efficient Village Constable.

9. It will be seen that in calculating the amount of the Fund at our disposal for the payment of a Village Constabulary, I have counted on the immediate passing of the Act for the levy of a cess, in lieu of Village Fees, and its application to this District.

10. I have forwarded copies of these papers to Mr. Robinson, requesting him to favor the Government with his views on the subject, when I trust that speedy orders may be issued. Were the introduction of a paid Village Police proposed for another District, it might be an open question, but the enfranchisement of all other Village Service Inams having been carried out in Kurnool, and the right of any party to claim enfranchisement having been accorded, the attempt to continue the old system of Village Police has broken down. As the new plan of a paid service has worked efficiently in the Revenue Department, there is no reason that it should fail in the Village Police, and the wants of the District, as a whole, have rendered its extension to the latter, in my opinion, unavoidable.

## MEMORANDUM.

On the 16th November, the Head Assistant Magistrate brought to notice the inadequate remuneration of the Village Police in the Taluqs in his charge, and the consequent difficulty of enforcing the customary duty by the holders of the small Police Inams, which are of such little value that the services of their holders are in reality paid for at the rate of Rupees 3 per annum.

2. The subject is one which has long been under my consideration, as I have always felt that the continuance of the Village Police on the old footing can only be a temporary measure, after the enfranchisement of the Revenue Service Inams, and the payment of fixed salaries to all Revenue Village servants.

3. I requested the Head Assistant Magistrate, in communication with the Assistant Superintendent of Police, to consider the advisability of enfranchising the Village Police Inams, and to prepare a scale, on the most economical footing compatible with efficient working, for a stipendiary Village Constabulary for the two Taluqs in his charge.

4. Both these officers object to the proposed change, and recommend, instead of it, a system which is a slight modification of that now in force; to retain in service as many of the present Talaries as can be induced to perform Police duty in return for their Inam, being not subject to quit-rent; and to supplement the services of these men here and there by paid Talaries, the salaries being met by a Police Fund, to be raised by the enfranchisement of Inams, wherever these may be in excess of what is absolutely requisite for the Police service of the Village.

5. At present the Inams of the Jangy Kattoobadies have been enfranchised, but the amount thus raised, amounting to about Rupees 12,000, is quite inadequate to meet the wants of those villages, where the Police Inams are of small value, and the difficiency of remuneration is greatest. Except by a general compulsory enfranchisement, I do not see how the difficulty can be met.

6. It is obvious that in villages where the Police Inam is of little value, we are powerless to compel the performance of duty, as the sole punishment for refusal to perform the customary service is dismissal from office, and attachment of the Inam. Dismissal is no punishment, where no one can be found to accept the under-paid office, and the incorporation of the Inam with the Government lands is simply to destroy the funds at our disposal for the payment of Village Police.



7. The Inam can certainly be given out on payment of quit-rent, to be carried to the benefit of the Village Police Fund,—in other words, the enfranchisement of the Inam is our only resource, where from inadequate remuneration the performance of service is withheld.

8. As long, therefore, as we attempt to continue the present system, enfranchisement will be forced upon us, where the value of the Inams is small; it will be refused where the value of Inams is large, and the consequence will be that gradually the villages and Taluqs in which Police Inam is deficient will be deprived of Police altogether, while there will be no adequate fund raised by enfranchisement to pay for a stipendiary constabulary where required.

9. Any attempt to make good these deficiencies by enforced enfranchisement of a portion of the Police Inam where it might be considered in excess, would be considered most unjust, and would probably be followed by a refusal to perform service on the part of those who were left with a portion only of the former Inam of the Village.

10. It appears to me, therefore, that nothing would be gained by an attempt to postpone a general compulsory enfranchisement, and the employment of a paid constabulary—a measure which must sooner or later be the final result of any change upon the present system, and which system has broken down utterly in those parts of the District where the small value of the Police Inams makes an inadequate remuneration for the service required.

11. Statement A exhibits the quit-rent available on the enfranchisement of the Inams belonging to the Village Police and Vetties in the different Taluqs of the District. The Vetty Inams have been enfranchised, and the quit-rent collected thereon is credited to the Village Service Fund, out of which the Vetties, and all other revenue Village Servants, are now paid.

12. The Village Police Inams alone, in deference to the wish expressed by the Inspector General on the subject, have been excluded from the measure of compulsory enfranchisement, and are still held by those who perform Village Police duty, as payment for the same.

13. The Vetty Inams having been enfranchised, the inequalities in the different Taluqs, as shown in the Statement A, is of no consequence as the requirements of the Service are everywhere provided for, and all Vetties are paid alike out of the Village Service Fund.

14. The inequalities of remuneration have however proved fatal to the attempt that has been made to continue the Village Police on their old footing, and the failure has been most complete in the taluqs of Cumbum and Markapoor where the local remuneration is palpably inadequate for the required service.

15. Before the enfranchisement of the Vetty Inams, the Vetty and Village Police service were frequently performed by the same class of servants, but, on the introduction of paid Vetties, it became necessary to separate the Revenue servants of this class from the Police, and to allot its due quota of Inam to each.

16. Statement B shows in detail the mode in which these classes of Service Inam have been allotted to the Vetties and Village Police, an arrangement which was made after much inquiry, and with a desire to carry out the distribution with scrupulous fairness. Amongst the different classes of Village Menials now included as Vetties, the majority were purely Revenue servants, though some of them also performed Police duties, as, on the other hand, many of the classes now retained solely as Village Police carried out formerly Revenue duties in addition.

17. In the taluqs transferred from Cuddapah, more especially Cumbum and Markapoor, this indiscriminate service was universal, and the class of men called Kattoobadies, who in the rest of the District performed only Revenue duties, had here always formed a chief part of the Village Police. It has been necessary, therefore, to continue the Kattoobadies in these taluqs, as Village Police, and their Inams have not been enfranchised, to the loss of the fund out of which the Vetties' salaries are paid. This spoliation of the Vetty service fund, in favor of the Police, has failed entirely to make the latter effective, and in fact were the whole of the Vetty Inams in Markapoor transferred to Police service, the remuneration afforded would even then be quite inadequate for the purpose.

18. Statement C shows that the quit-rent on the whole combined Village service Inams of this class amounts to little more than Rupees 4600, which may be considered a fair remuneration for one hundred men, to carry out both Vetty and Village Police duties. The number nominally employed has amounted to some thousands, and the existing number of paid Vetties is 123. It is only by treating the District as a whole, and not trusting to localized remuneration, that the Village Police of this taluq can be placed on a satisfactory footing.

19. It remains to examine into the funds at our disposal for constituting a paid village Constabulary, and to test their sufficiency for the end in view.

20. The quit-rent on the Village Police Inam throughout the District amounts to Rupees 72,233-5-0, irrespective of that chargeable on lands at present unoccupied.

21. The Act for levying a cess in lieu of Village Fees will be past immediately, and I presume will be applied at once to the Kurnool District. A cess of six Pice in the Rupee might be at once levied in lieu of Village Police Fees, in the taluqs of Patticonda, Koilkoontla, Cumbum, and Markapoor. Such a cess should not at present be levied in the four taluqs of Kurnool proper, but it is included in the new settlement of those taluqs, and, on the introduction of that settlement, would be at once carried to the credit of the Village Police Fund.

22. The Police cess of 3¼ per cent. on the Government land revenue of the other four taluqs would at once give a yearly sum of Rupees 25.000, irrespective of what would be collected on Inams according to the new Act. The annual total income of the Village Police Fund would amount, therefore, to one lac of Rupees, subject to a large increase on the introduction of the new settlement in the taluqs of Kurnool proper. It appears to me that such a sum should suffice for a stipendiary Village Police establishment, and that such a constabulary will be infinitely more effective that the present ill-paid and reckless race of Talaries.

23. The pay of the Vetties has been fixed at Rupees 3 monthly; but in the present state of the District, such a salary would not suffice for a subsistance, and as the whole time of a Village Constable should be devoted to his duty, I think that Rupees 4 monthly is the lowest wage at which efficiency can be expected. In my own opinion it would be better to have three properly paid, than four under paid, Constables, and the sum at our disposal being fixed, the number of the Village Constabulary is of course dependent on their rate of pay.

24. One lac of Rupees would pay for 2080 men, on a salary of Rupees 4 per month, allowing an average of 260 men for each taluq in the District, with which, in my opinion, the service could be carried on every where as efficiently as it is at present, and a remedy would be at once applied to the absolute absence of a Village Police in the taluqs where they are now without remuneration.

25. The taluqs of Cumbum and Markapoor form the charge of the Head Assistant Magistrate, and that officer dreads a too great reduction in the numbers of the Village Police under the proposed system, and would rather have the pay fixed in those taluqs at Rupees 3 monthly, so as to increase their numbers by one-fourth.

26. As one-fourth of the whole Village Police Fund could fairly be allotted to these two taluqs, the experiment might be there tried of fixing the pay at Rupees 3 monthly, and if experience proved that sum to be inadequate, the pay can be raised proportionately to a reduction effected in the numbers, the whole expenditure being kept within the amount available.

27. It is necessary that the proposed change should be introduced at the commencement of a Fusly, when the enfranchisement of the Inams can be carried out, and as I trust the Act for levying a cess in lieu of village fees will be passed at once, the new system could, and, in my opinion, unquestionably ought to be, extended to the Village Police from the 1st July, for which purpose it is necessary that the orders of Government on the subject should be passed with the least possible delay.

KURNOOL, MAGISTRATE'S OFFICE,
*2nd May* 1864.

(Signed) J. I. MINCHIN,
*Magistrate.*



A

Statement showing the value of the quit-rent of the Police and Vetty Inams in each Taluq of the District.

| No. | Taluqs. | Police Inam quit-rent. | | | Revenue Talaries quit-rent. | | | Number of Vettians. | Cost of Vetties. |
|---|---|---|---|---|---|---|---|---|---|
| | | Rs. | A. | P. | Rs. | A. | P. | | |
| 1 | Puttikonda... ... ... | 14,854 | 4 | 0 | 3,058 | 15 | 0 | 236 | 8,496 |
| 2 | Ramallakotta... ... | 9,623 | 6 | 0 | 8,144 | 14 | 0 | 241 | 8,676 |
| 3 | Nundikotkoor... ..... | 5,965 | 12 | 0 | 8,055 | 7 | 0 | 249 | 8,964 |
| 4 | Nandial... ... ... ... | 8,971 | 6 | 0 | 9,110 | 4 | 0 | 248 | 8,928 |
| 5 | Koilkoontla... ... ... | 20,479 | 3 | 0 | 8,395 | 6 | 0 | 240 | 8,640 |
| 6 | Sirwell... ... ... ... | 6,975 | 10 | 0 | 12,639 | 0 | 0 | 224 | 8,064 |
| 7 | Cumbum... ... ... ... | 4,983 | 10 | 0 | 6,141 | 6 | 0 | 188 | 6,768 |
| 8 | Markapoor... ... ... | 370 | 2 | 0 | 4,246 | 8 | 0 | 123 | 4,428 |
| | Total... | 72,233 | 5 | 0 | 59,791 | 12 | 0 | 1,719 | 62,964 |

KURNOOL MAGISTRATE'S OFFICE,
*2nd May* 1864.

(Signed) J. I. MINCHIN,
*Magistrate.*

B.

Classified list of Vetty and Village Police Inams in the Kurnool District.

| | | As per puttah. | | | | At present unoccupied. | | | | Total. | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Acres. | Quit-rent. | | | Acres. | Estimated quit-rent. | | | Acres. | Quit-rent. | | |
| | | | Rs. | A. | | | Rs. | A. | P. | | Rs. | A. | P. |
| Vettians. | Kuttoobady..... | 36,096 | 44 | 25,323 | 14 | 1,931 | 36 | 987 | 15 8 | 38,027 | 80 | 26,311 | 13 8 |
| | Mala... ..... | 18,902 | 80 | 12,892 | 5 | 444 | 10 | 283 | 4 1 | 19,346 | 90 | 13,175 | 9 1 |
| | Madiga ..... | 31,053 | 44 | 17,251 | 7 | 1,568 | 28 | 817 | 1 5 | 32,621 | 72 | 18,068 | 8 5 |
| | Tapaty..... | 469 | 72 | 182 | 0 | ... | ... | ... | ... ... | 469 | 72 | 182 | 0 0 |
| | Commoo..... | 107 | 77 | 38 | 14 | ... | ... | ... | ... ... | 107 | 77 | 38 | 14 0 |
| | Booraga..... ..... | 78 | 26 | 25 | 4 | ... | ... | ... | ... ... | 78 | 26 | 25 | 4 0 |
| | Mohatady..... | 5,564 | 83 | 3,379 | 8 | 1,185 | 75 | 482 | 14 2 | 6,750 | 58 | 3,862 | 6 2 |
| | Unakala..... | 1,534 | 25 | 662 | 14 | ... | ... | ... | ... ... | 1,534 | 25 | 662 | 14 0 |
| | Bundala..... | 21 | 41 | 27 | 14 | ... | ... | ... | ... ... | 21 | 41 | 27 | 14 0 |
| | Benanee..... | 18 | 98 | 4 | 8 | ... | ... | ... | ... ... | 18 | 98 | 4 | 8 0 |
| | Sweeper..... | 4 | 21 | 3 | 4 | ... | ... | ... | ... ... | 4 | 21 | 3 | 4 0 |
| | Total.... | 93,852 | 11 | 59,791 | 12 | 5,129 | 49 | 2,571 | 3 4 | 98,981 | 60 | 62,362 | 15 4 |
| Police. | Talary..... ..... | 63,423 | 64 | 34,952 | 12 | 5,600 | 12 | 2,504 | 11 1 | 69,023 | 76 | 37,457 | 7 1 |
| | Jangy Kuttoobady.. | 16,680 | 4 | 12,411 | 2 | ... | ... | ... | ... ... | 16,680 | 4 | 12,411 | 2 0 |
| | Sada Kuttoobady.... | 27,443 | 32 | 23,272 | 1 | ... | ... | ... | ... ... | 27,443 | 32 | 23,272 | 1 0 |
| | Kavaly..... ..... ... | 1,386 | 49 | 521 | 6 | ... | ... | ... | ... ... | 1,386 | 49 | 521 | 6 0 |
| | Cutbady Sada Cavaly | 230 | 42 | 70 | 0 | ... | ... | ... | ... ... | 230 | 42 | 70 | 0 0 |
| | Kumma Cavaly..... | 28 | 85 | 6 | 12 | ... | ... | ... | ... ... | 28 | 85 | 6 | 12 0 |
| | Uncha Kuttoobady.. | 103 | 38 | 72 | 6 | ... | ... | ... | ... ... | 103 | 38 | 72 | 6 0 |
| | Nada Talary... ..... | 1,524 | 91 | 505 | 4 | ... | ... | ... | ... ... | 1,524 | 91 | 505 | 4 0 |
| | Police..... | 575 | 7 | 390 | 8 | ... | ... | ... | ... ... | 575 | 7 | 390 | 8 0 |
| | Chenchoo... ..... | 59 | 67 | 31 | 2 | ... | ... | ... | ... ... | 59 | 67 | 31 | 2 0 |
| | Total..... | 1,11,455 | 79 | 72,233 | 5 | 5,600 | 12 | 2,504 | 11 1 | 1,17,055 | 91 | 74,738 | 0 1 |
| | Grand Total..... | 2,05,307 | 90 | 1,32,025 | 1 | 10,729 | 61 | 5,075 | 14 5 | 2,16,037 | 51 | 1,37,100 | 15 5 |

KURNOOL MAGISTRATE'S OFFICE,
*2nd May* 1864.

(Signed) J. I. MINCHIN,
*Magistrate.*

Detail of Vetty and Village Police Inams, separately classified in the Taluqs of Cumbum and Markapoor.

| | Cumbum. | | | Markapoor. | | |
|---|---|---|---|---|---|---|
| | RS. | A. | P. | RS. | A. | P. |
| *Revenue.* | | | | | | |
| Mala... | 983 | 4 | 0 | 6 | 0 | 0 |
| Madiga... | 1,123 | 6 | 0 | 1,488 | 10 | 0 |
| Kuttoobady... | 1,946 | 2 | 0 | 1,420 | 12 | 0 |
| Mohatady... | 2,071 | 4 | 0 | 1,308 | 4 | 0 |
| Unkala... | 13 | 0 | 0 | 7 | 2 | 0 |
| Commoo... | 1 | 2 | 0 | 1 | 8 | 0 |
| Sweeper... | 3 | 4 | 0 | ... | ... | ... |
| Tapaty.. | ... | ... | ... | 14 | 4 | 0 |
| | 6,141 | 6 | 0 | 4,246 | 8 | 0 |
| *Police.* | | | | | | |
| Talary... | 945 | 12 | 0 | 363 | 12 | 0 |
| Jangee Kutbady... | 3,523 | 4 | 0 | ... | ... | ... |
| Police... | 390 | 8 | 0 | ... | ... | ... |
| Ancha Kutbady | 47 | 6 | 0 | 5 | 0 | 0 |
| Canama Kavaly... | 6 | 12 | 0 | ... | ... | ... |
| Kavaly... | 70 | 0 | 0 | ... | ... | ... |
| Chenchoo... | ... | ... | ... | 1 | 6 | 0 |
| | 4,983 | 10 | 0 | 370 | 2 | 0 |

KURNOOL MAGISTRATE'S OFFICE,
*2nd May* 1864.

(Signed) J. I. MINCHIN,
*Magistrate.*

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No. 53. From W. ROBINSON, Esq., Inspector General of Police, to the Honorable A. J. ARBUTHNOT, Chief Secretary to Government, Fort Saint George; dated Kotagherry, 9th September 1865, No. 1787.

General Department.

I have the honor to submit the following observations on Mr. Minchin's letter, dated 2nd May 1864, No. 21.

2. He proposes to extend the operations of the Inam Commission, with reference to Village Service Endowments, to the Village Police of Kurnool; to alienate the ancient Police Service lands of the country in perpetuity, and resume the reserved quota of their quit-rent for the benefit of the general Village Service Fund; to relieve the hereditary Village Police from their Municipal and customary local duties; and to introduce "a paid Village Constabulary" with greatly reduced numbers. "It is only," he thinks, "by treating the District as a whole, and not trusting to localized remuneration, "that the Village Police of this Taluq (Markapooram) can be placed on a satisfac- "tory footing." He would select the comparatively few Talaries whom he thinks are required for future service, from the existing Talary races.

N. B.—Mr. Minchin wishes to supplement the pay of the Revenue Vetty Establishment by taking away, for that purpose, part of the ancient Police Funds; and he calls the legal maintenance of the existing Village Police Establishments with their emoluments "a spoliation of the Vetty Service Fund."



3. Mr. Minchin points out that all other members of the ancient Village Establishments have been "compulsorily" enfranchised, and that "the whole Re- "venue service of the Village is now "conducted by salaried servants, paid "out of the Village Service Fund."—In fact, that the ancient Village system in its spirit, ancient usages, and natural conditions, has been swept away in Kurnool, as regards the legal Heads of Villages and all subordinate Village Servants, other than Police. And he would extend this "radical" change to the Village Watchers and Kattoobady.

N. B.—The use of the words "Village" throughout this communication, in reference to the altered condition of things in Kurnool, may cause misapprehension. The Village system, properly so called, has ceased to exist. There is no longer the hereditary Headman to *each* Village, with his Village Servants acting under him. Villages have been clubbed into Unions. The ancient landed endowments of the Villages have been alienated with a portion of their income, and the balances of the wages of local services derived from them have been swept into a General Service Fund for the District. Numbers of the old Reddies and other Village servants have been set aside; a salaried person nominated by the Collector—not the person appointed by the Law—has been appointed as a Headman of the Union; and a staff of salaried servants has been named to do its Revenue duty, in place of the old Village Vetty, &c.

4. At my most earnest solicitation the ancient Village Police have been exempted from these sweeping changes, and continue "on their former footing, "holding their Inams on the performance of their customary duty." Mr. Minchin states that "the attempt to continue the Village Police Service unchanged has "resulted in a lamentable failure;" that "the absolute failure of the present sys- "tem is universally acknowledged." But he is unable to devise any remedy, but the radical step of placing "the Village Police on the same footing as all Village "(Union) Services of the District, the enfranchisement of the Inams, and intro- "duction of a paid Village (Union) Constabulary."

5. A very small stipendiary establishment of local Union Constabulary is proposed by him, in accordance with the views of the Tahsildar, to replace the existing Village Talary, &c.

6. The Head Assistant and Police Officers are opposed to the radical change, and would prefer a modification of the existing Village system. The former dreads the reduction in numbers of the Village Police under the proposed system. The experienced Deputy Inspector General of the Range, Captain Hearn—who has had executive charge of most of the Districts of the Ceded Districts—is a jealous advocate of the true Village system.

7. The General Local Service Fund has no funds for the contemplated changes, and Mr. Minchin proposes to introduce the operation of the Cess Act, which has been passed—with its modification, localizing the Funds raised under it to the Village within which they are raised—since his letter was written.

8. I admit that the novel changes introduced have entirely failed to improve the ancient Village Police, or add to the safety of life and property. Crime is not, I fear, on the decrease, and its detection is more feeble than it was. I admit that under present altered conditions, little or no aid can be obtained from the Village Watchers; for the means of efficient working and the only channel through which they can be reached—the true Head of the Village—is no longer in existence. I admit that confusion has resulted from the measure adopted; and I foresee that this condition will not improve, but the reverse. I admit that it is perhaps impossible to work usefully a single member of an ancient institution, when its living principle has been quenched, and its Head and Guide, and every other member and fellow worker, has been set aside, for a system which is, I fear, unsuited to the temper and sympathy of the people, and condi-

tion of society. And I think that the first practical test of these changes was naturally to be expected to show itself—as it has done—in their effect on the Police of the country, and safety of life and property.

9. But the fault does not lie entirely with the ancient Village Police, although its condition has long been really bad enough; nor is its state hopeless if allowed to work under natural conditions. The causes must be sought for in the changes inaugurated; and their fitness may to a certain extent be judged of by their consequences.

10. The remedy does not, I think, lie in the direction Mr. Minchin recommends, in sweeping away the last remnants of an ancient and popular institution, an integral part of the Village system which is indigenous to the country, especially in the Ceded Districts, and dear to its people. To a traditional and legal subordination to the Headmen and most influential landlords of the Village, and to the sympathies and control of their fellow Villagers, it is alone due that a set of Village menials, who generally belong to the criminal classes of the country, have been kept under restraint and made, even in their small way, useful to society. Cast them adrift, and we shall have a very difficult and fertile element of crime to deal with, and we shall, I think, deprive the people of a security and local aid which they are entitled to. Hundreds of men, not altogether useless under the old system, will be found unprofitable, if not worse, under the change proposed.

11. Experience has also, I think, proved that low paid stipendiary local establishments cannot really be efficiently managed by Government Officers, soon degenerate into the drudges of local officials, and are unaided and unsupported by the people. They are therefore not worth their cost, whether their salary be a charge on the State or an additional tax on the people.

12. It must be borne in mind too that there is no provision in the Budget for the charge; and that, although nominally debited to local Funds, the charge must be shown and met within the General Police Budget, as is the case in regard to the Village Police of South Arcot.

It may be observed that Mr. Minchin proposes and exempts a large part of the District from the change he advocates. Increased confusion would be the consequence.

13. I venture to submit, for the perusal of Government, a letter recently addressed to the Board of Revenue, on the subject of a proposal of an analogous character, made by the Collector of Tanjore. It contains the views which I have arrived at after much anxious study of the Village institutions, and of the subject generally in every District under the Presidency, and after watching the result of experiments made on them both by others and myself.

14. I am now satisfied that sound policy requires that the integrity of the Village system be preserved, and that the wise policy of early administrators and of the existing Law, in sanctioning and strengthening the customary usages of the country must be maintained. And I believe that every attempt to interfere with them, in a manner which is at variance with their true spirit, will fail in the long run. Further I feel that amidst the advantageous changes that are evidently advancing over the administration of India, the steadily improving intelligence of the people, and the increasing necessity of making the people look more to themselves and less to Government in regard to their local interests, it behoves us to be very



careful indeed not to disturb, still less to blight, those germs of self-help and combination, which are unquestionably present—although not very active, under our bureaucratic administration—in the village system. We must comfort and strengthen it, in justice to the people and the future interests of the country.

15. In the Ceded Districts the Village system has a strength and vitality which it has retained in no other part of the Presidency. Changes are less called for there, and the country is less prepared for them than elsewhere.

16. I need scarcely add that I more than doubt whether the Law, as it now stands, bears out the changes made in Kurnool. There is no Law which authorizes the removal of the legal Heads of Villages (Reg. IV of 1816), and the abrogation of their powers and legal functions. There is no Law under which the nominated Heads of Unions can act in any Village, save that one of the Union in respect of which they may fulfil the legal qualification. The Cess Act—with its provision for localizing its proceeds—will not, I think, provide funds for the General District Service Fund, or for the maintenance of a Union Establishment as contemplated by Mr. Minchin.

17. The Village system, property so called, is the only one under which such establishments can be really worked and the Head—the true and legal Head of the Village—is the real "focus of interest" in working Village servants. Without him the prospect of efficiency is, I believe, futile; and a Union stipendiary official never can fill his place, or do his work. No Village Watcher dreams of obeying or generally assisting an outsider as he does his own Reddy, although the stranger may be the lawful Potail of some neighbouring Village; nor is he perhaps required by Law to do so, for the Regulations speak of him as acting under his own legal Headman, and lay down the points in reference to which he is legally bound to aid. The people themselves passively resent the interference of their neighbours with their Village servants and concerns; and the good feeling of society checks active inquiry into the local matters of other communities by a person, however influential, who is not one of themselves. Nay, the more respectable the man who may be named as Head of the Union, the more he respects these natural and laudable feelings, the less actively will he interfere in concerns of the majority of the Villages nominally placed under his charge.

18. These considerations will account for the "lamentable failure" which Mr. Minchin describes. Hundreds of Villages, which from time immemorial have looked up to their own Chief, have been summarily deprived of their Head. Hundreds of influential Ryots, who valued their hereditary position as Reddy of their Village, have been set aside, and a single man has been told to look after a number of discontented villages with which he has no local tie. The local Watcher, the only remaining member of the Village Service, is practically without a legal Head; for mere instructions that he is to aid and obey a stipendiary official will not alter his habits or disposition. The pay of the new stipendiary Reddy of the Union is not sufficient to retain the services of really good and respectable men in the largely increased changes.

19. The remarks of the Deputy Inspector General of the Range in his Administration Report of 1864-65 are specially pertinent: "In Kurnool the position "and influence of the Village Heads has been somewhat weakened by the recent

"introduction of the stipendiary system; and although a praiseworthy jealousy "still excludes outsiders from this village dignity, yet the importance of the post "has fallen in general estimation." He found things retrograding in 1863-64. "The re-organization of the Village system in Kurnool has somewhat embarrassed "Heads of Villages. Hereditary chiefs in their own Villages, they find themselves "less influential in the Villages added to their circle, where the old Village "Officers have given place to the rule of a stranger. In some instances finding "their increased duties and altered position distasteful, they have resigned their "post, which has been filled by outside Brahmins. This result was antici-"pated, but has not yet become general." This retrogression will inevitably be progressive. The fine old Reddies of the Ceded Districts will not long continue to hold a position which is distasteful and unnatural to them. The temptations of patronage and the force of circumstances will complete the change; and the Village system will, I feel, ere long cease to exist as a part of the administration in Kurnool. I cannot contemplate even the chance of this, without the deepest misgiving.

20. The solution which I would venture respectfully to recommend is to restore the Heads of Villages on the former and legal footing, as the first step towards working the Village system and the village Police. The reform and proper re-organization of the Village watch may then be usefully considered, and hopefully undertaken. Even if financial considerations prevent immediate action, the old Village watchers will work as well as they now do in the other Ceded Districts, Bellary, and Cuddapah, or as they had before done in Kurnool.

21. I admit that, considered from a Revenue point of view, the Village system has in a great measure lost its importance. There is no joint responsibility under our individual settlement. The Kurnum is practically the tax-gatherer when any difficulty arises; and he is backed by the Tahsildar. The Law has been simplified and strengthened. With increasing wealth, the incidence of taxation is lightened. Improvements in the fiscal system have relieved the people, and the prospect is becoming brighter year by year. The Revenue services may therefore —if it be no longer expedient to associate the principal Ryots with this branch of administration—become purely State services, without detriment to the collections, or the prejudicial consequences of the change being immediately perceived; though even this I should most earnestly deprecate.

22. But the converse is increasingly true in respect to general administration. More Law and justice are required; but we cannot meet the demand by increased stipendiary establishments. Better protection for life and property are needed; but the State cannot meet the charge. Local improvements are called for; but the Imperial fisc cannot meet such charges. We must look to throwing these indispensable and increasing expenses and Municipal duties on the communities which benefit in common, in other words, on the villages, which in this country take the place of Parishes in England, or Communes in France. We have such associations in existence recognized by Law and society. We may aid in improving the superstructure, but the foundations should not be disturbed.

23. I have dwelt on the position of the Village Head so earnestly, because he is the key stone of the Village institution. He is really the only object of interest in a Police and administrative point of view. Without him, the Village services



cannot be worked—and least of all the Village Watch. With the really influential Reddies of the Ceded Districts, the Village Watch may in a great measure be left to their management and to the control of the people, who are most interested in their efficiency. Through the Reddy the Magistracy and the general Police obtain the aid they require, and through him alone.

24. With reference to the details of Mr. Minchin's plan for a paid Union (Village) Constabulary, I do not think it will answer. In the first place, it has, of course, nothing in it of the character of the ancient Village Watcher institution in spirit, condition, or attachment to local endowments or interests; and secondly, experience has shown that little value attaches to the service of such low paid local stipendiaries in the hands of Government Officers. Government officials cannot supervise and work them efficiently; for, practically, they cannot really reach them. There may be an appearance of efficiency when a measure of this kind is first started; but such establishments gradually settle down into comparative uselessness. The old material disappears, local connexion is severed, and in a few years we have all the evils of underpaid, inferior official establishments which have entirely lost their original character, and become the drudges of the local officials in connexion with whom they are placed—nearly useless for State purposes, and worse than useless as regards the people from whom their interests are quite alienated.

25. The thing has been tried—we have had 50 years' experience in Tanjore. There, when the *Men-Kavil* system was superseded in 1813 or 1814, a large number of stipendiary local Police men, termed Vissarapugars, were appointed as *quasi* Village Watchers, and paid $2\frac{1}{2}$ or 3 Rupees per mensem. There were 1100 of them, maintained at a cost of about 40,000 Rupees, and their salaries were nominally charged to the *Men-Kavil* Fund, which accrued from the resumption that then took place. The Vissarapugars were at first selected from the old Watcher races—in every instance of the kind we have started from this assumption—and it was the intention that the appointment should be confined to these races. Perhaps at the commencement the Vissarapugars were kept to their local duties; but this condition had long passed away when I became acquainted with them. Then, the bulk of them had been withdrawn altogether from local duty. They had been collected round the Tahsildars' Offices, and were doing duty as Deputies to the Revenue and Police Peons, or swelling the retinue of the Native officials and Gomastahs of the Taluq Cutcherry. A few were sent to perform the working duties of the Mettu* Peon in collecting Revenue, &c. Amongst the Native officials with whom I conversed, the very origin of this class of stipendiary had been forgotten or lost sight of; vacancies were filled up by volunteers about the Taluq Office, who looked on the grade generally as a stepping stone to the more dignified and easy life of a Taluq Peon. The Vissarapugars passed over to the Police in 1859; their origin was traced, and they were then remanded to their local duties as Vattom† or local Police, in communication with the general Constabulary, and placed under Vattom Inspectors of Village Police as *quasi* Heads of the Union. But both the

* N. B.—A kind of union similar to that proposed by the Collectors of Kurnool and Tanjore.

† N. B.—Unions into which the Villages were clubbed or formed.

Vissarapugars and the Vattom Potails (Inspectors), who were all Mirasidars selected by the Revenue Officers, proved, if not entirely useless and worse, at all events not worth their cost; and in 1863 the whole were dispensed with, without any consequent increase of crime. The Superintendent of Police could not, and did not, really supervise and work those petty local Establishments. The Magistrates had likewise failed during half a century to work them efficiently as Village Police. On the whole they proved a failure after protracted experiment. Happily the *Uru-Kavilgars* (the real Village Watchers) were not disturbed at the time of the suppression of the *Men-Kavil* system. For the condition of the real Village Watch in Tanjore, I must refer to the communication herewtih submitted.

26. Some years ago, prior to the introduction of the present Police system, the Village Police of South Arcot was practically brought under the management of Government Officers. Their fees were resumed, and some measures taken to place the Watchers on what was deemed a more advantageous footing. It seems doubtful whether the change has led to the real improvement of the Village Watch. The people of course have ceased long ago to take part or interest in them. The following extract from the Superintendent's Administration Report of 1864-65, gives the opinion of an intelligent Officer of 5 years' experience in the District :—"The "Village Police remains in the same unsatisfactory state, and causes much trouble "and annoyance to Police Officers of all grades. South Arcot is the only District "where the District Superintendent of Police has to pay his Talary of whom there "are 3000 odd, some of whom receive only 9 Pics in the year * * *. The "sooner the system is changed the better." The General Police Budget is debited with 34,000 Rupees on account of these Talary, without any per contra being admitted. Without expressing a decided opinion, I cannot adduce results to show that the change has worked favorably either on the condition or *personnel* of the Village Watcher Establishment.

27. On the organization of the Police, an attempt was made to revise the Village Watcher Establishment of the North Arcot and Madras Districts, and to bring them more under Government Officers. The attempt led to no improvement, but the reverse, and was abandoned and expense saved.

28. The experienced Superintendent of Police of the Madras District does not report favorably of the recently introduced system of paying the Talary through the Tahsildars of that District in cash.

29. Tippoo destroyed the Village Institutions of Coimbatore and Canara prior to the cession of these countries, resumed their local endowments, and set aside the establishments. Measures were adopted at different times to supply the absence. The Ugrani, a mere stipendiary on 2 Rupees per mensem, was appointed in Canara. He attends on the Magani (Union) Revenue Accountant (Shanbhogue), but as a useful village servant of the people he is nowhere. He generally is selected on the Accountant's recommendation, and is some poor Mussulman or Hindoo, with little or no connexion whatever with the people beyond his official position. He is not really a Village servant. The Potails have little to do with the Ugrani, and the people have neither aid nor control.

30. The want of a Village Police was long thought to be the cause of crime in Coimbatore, and its constitution the panacea. An attempt was made about the



year 1840 to constitute a Village Police, but the basis had been lost and little success has followed the attempt to reconstruct. In 1864, the experienced Superintendent, Captain Weldon, reports—"There is but a shadow of a Village Police in "this District. The whole Village Police was disordered on the resumption of "the Inam lands in 1861; and, though their restoration was subsequently ordered, "the mischief had been accomplished. There are few Village Watchers who have "not, at some time or other, passed through the Jail. There are few crimes against "property, such as cattle or grain, or crime such as burglary, where if more than two "are concerned, a Village Policeman is not one of the perpetrators. The difficulties "of administering the Police of such a large District*** are increased ten-fold by the "unsatisfactory state of the Village Police, from which, in its present condition, lit-"tle or no assistance is derived."

31. Thus I do not think that our attempts to revise Village Establishments have been successful, least of all when it has been attempted on the basis of making them Government stipendiaries.

32. I have already ventured to submit a Draft of Legislative Provisions for enabling the people to improve their Village Watch in their own way, in accordance with their ancient usages, and on the principles on which they have hitherto acted, in maintaining, in a way, their Village Watch. I admit that I fail to see my way to any other solution that promises success, and will secure the sympathy of the people, without which Police works at great disadvantage.

33. Some personal explanation is due to Government of the very modified views which experience has forced upon me in respect to Village Establishments. My service of Government had lain chiefly in Canara and Malabar. In this former District, practically speaking, the Village system passed away before our rule began. Malabar is the only province under the Presidency where a Village system never existed; consequently the existing stipendiary local Revenue (mainly) and Police establishment (Amsham Adhigari and Kavilgar) is not unsuited to the constitution of society, and works fairly well. I thus came to the study of the condition of other parts of the country in this respect, with pre-conceived hopes of stipendiary local establishments. But greater experience and careful study—aided by the observations of able District officers, such as Captain Charles Hearn and others—have forced me reluctantly to abandon those views and hopes, and to accept what seems to me the only true foundation of successful Municipal working—the existing Village system—as the one which every consideration requires us to comfort and strengthen—which should be still treated as the basis of future, as it wisely has been of all past, legislation and measures.

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From W. ROBINSON, Esq., Inspector General of Police, to the Secretary to the Board of Revenue; dated Madras, 1st July 1865, No. 1272.

General Department.

With reference to Extract Proceedings of the Board of Revenue, dated 13th April 1865, I venture to offer the following remarks on Mr. Cadell's scheme.

2. The Collector proposes to abandon altogether the village system in Tanjore, and sweep away the existing foundations of Municipal working; to set aside the Heads of villages as now constituted by Law, with the existing village servants; to resume endowments; and to raise a Local Vattom administration on entirely new principles, to be paid by these resumptions. There are 1186 Vattoms; into these, the 6332 existing villages of the District are to be arranged. It.

is proposed to appoint a stipendiary Headman to each Vattom, with a Talary or Vattom Vetty to carry reports, &c., and aid him.

3. Apart from all other obvious and grave objections to so momentous a change, I entertain grave doubts whether such a scheme can be carried out under the existing village Laws. Can the legal functions and privileges of Heads of villages be thus taken from them? Then, as regards the scheme itself, it certainly does not meet the requirements of the Law. It is opposed alike to the spirit and policy of our village administration, and to the intention of the Legislature and Government at the time these Laws were framed. The Law clearly accepted the basis of existing village communities—in fact the village system, and it cannot now be stretched to cover this newly devised Vattom administration.

4. As regards the proposed creation of a Headman of the Vattom, I do not see under what Law he can be appointed, or can act. He cannot be a Potail; for it is clear that the selection of the Head of the village is not left optional. Regulation IV of 1816 distinctly indicates the precise individual, by whatever local designation known, who *is*, by Law, Head of the village. He must be the principal person in that village, and *de facto* the person under whose authority the existing servants of that village act; and he must generally reside within the village itself. He must, in short, be *the* Mirasidar of that village. The Law has created the office. It can only be abolished by Law. It is not dependent on any appointment by an Officer of Government. When doubts arise as to who amongst certain joint Mirasidars is *the* head of the village, the Collector can interfere to select, from amongst them, the person who shall hold the certificate, but only then. No official who might be otherwise nominated could take any power under the existing village Laws. He clearly could not act as Moonsiff (Regulation IV of 1816) or as *quasi* village Magistrate (XI of 1816); for such an official could not fulfil the requirements of the legal definition.

5. I think that some misapprehension has arisen in regard to the introduction of the village Laws into Tanjore—I write from memory, as it is some years since I studied the subject in the Record rooms of that district. The village Regulations of 1816 were introduced into Tanjore very shortly after the policy of Government passed into Law; and *Sunnuds* were issued to the Potails in accordance with the Law, under peculiarly stringent, and perhaps coercive, measures of Government, long before 1835. The measures taken in 1835 were supplementary and confirmatory. The early introduction of the system and subsequent measures clearly indicate the intention and spirit of the Law. I cannot now see that the proposed change, which is opposed alike to the existing constitution of society and the policy of Government up to this time, is either necessary or desirable.

6. The Honorable Mr. Pelly remarks that "influential Mirasidars, willing enough, it is said, "to occupy the position of village Judge or Magistrate, will not submit to the call of the Tahsildar "for the collection of the Revenue." The former are the duties required at their hands by the village Law as it now stands. These they are not unwilling to perform. Legally speaking, therefore, there is no equitable ground for depriving the whole body of their legal offices, rights, and privileges. The difficulty mainly relates to the collection of the Revenue *in due form*; for, practically, the Revenues are easily and punctually collected under the system which has long obtained in the district.

7. I freely admit that some anomaly attaches to the manner in which the Revenue is collected in Tanjore. The Kurnums collect it. But the Kurnums collect it in Godavery, Kistnah, and many other parts of the country, where it would be equally impolitic to overthrow the ancient village system, in order to rectify the technical anomaly. The practice does not work so badly as to call for the radical change proposed; for the Revenue is punctually collected. In Tanjore the practice has grown out of the system that had existed from time immemorial, and has since been fostered. The Kurnums were originally, like other members of the village establishments, the servants of the Mirasidars, kept by them to manage their accounts and Revenue affairs. For this duty they received their share of the crops, like other village servants, from the Mirasidars. Successive changes have removed the Kurnums of Tanjore from the control of the Mirasidars. Their share of the crops is collected with the Revenue, and the Kurnums have become the paid servants



of Government. But their functions have continued, and in practice they still manage the entire Revenue demand and collection of their respective charges. The Heads of villages never have been associated in this duty, which the Ooloogoo system rendered both intricate and troublesome; indeed the Kurnums themselves, have systematically discouraged the Heads of Villages from taking part in this work. It may therefore be difficult now to induce the Mirasidars of Tanjore—who are wealthy men with large private concerns to attend to—to engage in the collection of small arrears and place themselves at the beck of the Kurnum and Tahsildar. But I do not, therefore, admit the necessity for a change, which would involve depriving the principal inhabitant of the Village of that position which the Law has secured to him as Village Judge and Magistrate. I would prefer to leave what works fairly well as it is, rather than upset ancient village institutions and the village system, in order to rectify what after all is a technical, rather than practical, inconvenience. Further, I am quite satisfied that the appointment of a single Cutcherry volunteer, or second rate Mirasidar, to the charge of an entire Vattom, would not cure the evil, if it be one. With him there would be want of power, if not of will;—his failure must be complete and hopless, and the collection of the Revenue by the Kurunm must go on as heretofore.

8. But, suppose, for the sake of argument, that the proposed arrangement could be carried out under existing village Laws. The immediate effect of this measure will suddenly throw out of office all the numerous influential landholders who now take some part in the local administration of the country, and transfer their Municipal duties to a few mere stipendiary functionaries, or members of the community *avowedly* of a much lower or less independent social position. Can the country gain by such a change? We may, it is true, obtain the services of a person—perhaps even of a petty Mirasidar of some one of the villages of the Vattom—who will, for a stipend of 4 to 7 Rupees, undertake to aid in the collection of the Revenue, and become the Kurnum's servant; for let the arrangements be outwardly what they may, the Kurnums of Tanjore will never *de facto* give up their lucrative and powerful functions. But the administration of justice, and convenience of the community in general, must suffer very grievously, if the functions of village Judge and Magistrate be transferred from the influential persons, to whom the Law has confided them in each village, to a few non-resident second rate stipendiaries. The office must inevitably fall in general estimation, and consequently in usefulness. Moreover, the fiscal end in view will not be attained.

9. Viewed from a Magisterial and Police point of view, the measure must prove ruinous. "The true key to good village administration lies in strengthening the position and influence of "the Head of the village, and in teaching each village community to take a larger and more active "interest in its own affairs." The very key-stone and fulcrum of Police working is the legal Head of the village. Through him alone can any effectual influence be brought to bear on the Talary or Village Police. And to him must be left the management of the Village servants. This objection to the measure applies specially to Tanjore, where the Mirasidars completely control their Village servants. But under the proposed change, the Village Head disappears, and the Village community is practically set aside. And the Police not only lose the aid and support of some thousands of the most influential persons in the country, but, with the Village Heads and influential Mirasidars, they also lose the only persons through whom they can possibly reach their servants, the Village Watchers. The Board may be assured that the salaried but feeble Vattom Head can never replace the substantial basis of good administration which he is destined to supersede. Why cut off the only possible connecting tie between the General Police and the people's Watchmen?

10. The Talary establishment in Tanjore is remarkably complete. It is well provided for and—as Talary establishments go—is probably the best managed and the most efficient under the Presidency; for it works to the satisfaction of its employers. There are upwards of 6000 registered Talary (with many assistants and fellow caste men), and each village has one or more. The Talaries of Tanjore were provided for at the settlement by an assignment (about 0½ per cent.) on the crops, which is paid with unusal punctuality by the Mirasidars, together with other fees and gratuities, which they willingly give for service rendered. The Talaries are looked after by

the Mirasidars, who are the persons most interested in their work, and they are tolerably well in hand; for the villagers' property is certainly not less safe in Tanjore than in other Districts, where the Talaries are less under the control of the village communities. The question whether the Talary of Tanjore is the *private servant* of the Mirasidars, or not, is practically quite immaterial. We do not want the Talary as a State servant; and wherever we attempt to make him so, we do far more harm than good. So long as the Talary is a good village servant and does not steal the Mirasidar's property, there is positive advantage in the jealousy of the villagers in regard to his employment by all the many departmental officials, who in other Districts claim the services of the village Talary and interfere with his proper duty. Cutcherry officials and Police Officers, naturally enough, would prefer to have direct control over the village servants; but it is far better that they, including the Talary, should be kept to the village work and serve only one master, the Mirasidar, so long as this influential person performs the duties of Potail. The Head of the village and Mirasidars are the only persons of real interest to the Police. And their aid is all the more valuable, when, as in Tanjore, they have the village servants well under their control. It is the interest of the Head of the village to prevent crime in his village, and to that end he works his Talary; and when he is willing to aid the Police in detecting a crime, he consults his Talary. This modicum of indirect aid of the Talary is partially secured by the existing state of things. Alter it, and it must be utterly lost; for he cannot be approached through any other channel. But the proposed change must dissever us entirely from the village servants; and the poor Vattom Vetty could never fill the void which the measure must create in this respect. Experience enables me to predict that, as a public servant, this ill-paid functionary will be of little use. This class of servants has already been tried. When the Constabulary was first introduced in Tanjore, the Vissarapugars, who were a kind of stipendiary village Police in the District, were placed in the different Vattoms, as Vattom Watchers. They proved inefficient; and when the retrenchment of 1863 came, their services were dispensed with, without any perceptible detriment or increase of crime.

11. I must venture here to make a few remarks on the subject of resumption of Talary endowments in Tanjore. The remarks apply to all ancient village service endowments. Have we an equitable right to break through a joint arrangement with the people of the country for the support of local institutions, especially in Tanjore, where the Mirasidars faithfully perform their part of the bargain, and maintain their Village Watch, Vetty and other village establishments, in fair efficiency? From time immemorial a small share of the gross crops had been set aside for the servants whom the villagers in common kept to watch their crops, thrashing floors, and grain heaps. Sharing the crop as the Government did, it also shared the expense of watching crops, in which they had a common interest with the villagers. It is true that Revenue in kind has been converted into a rent charge; but the produce of the soil, from which this rent charge is paid, is still watched by the Talary. And it seems to me clear that, so long as their part of the duty is performed, we are not entitled to resume our share of the joint assignment, merely because the direct interest of the Government in the crops in kind has in a measure ceased. So long as the work is done, and the people keep up their contributions, we cannot cancel our engagement. It is likewise open to very serious doubt whether the right of the State to the services of these village servants ever extended beyond that of having the crops, in which they have common interest with the villagers, watched, in consideration of the share of the expenses contributed. Practically such right has never been exercised by the Government, or conceded the people. For other services, the villagers pay other fees, according to local customs. And the general Police of the country was conducted under the *Men Kavilgars*, whose fees and endowments—quite distinct from the Watchers' fees—were resumed when the system was superseded in 1814.

12. I think this matter must be viewed in broader way altogether. It is expedient or necessary to adopt a policy of paying the proper heads of the village for the ordinary discharge of their Municipal and legal duties and obligations. To take the lowest, a financial ground, it is and ever must be impossible. No funds—Imperial or local—could stand the drain. We must



either abandon the policy and not attempt to pay for ordinary village administration, or we must abandon the village system and accept the kind of expedient proposed for Tanjore—that is, sweep away an integral part of our administration, and adopt a stipendiary system on a very contracted scale. But this will not cure even the financial difficulty. It will only aggravate it; for the local requirements of society are daily increasing, and we dare not hope that, while prices are rising, and the wealth and intelligence advancing as they now are, men in any respect worthy of the position will be found to accept the duties, for a pittance which is less than the earnings of an ordinary laborer. The difficulty will inevitably recur; but I do not think it is either generally necessary or politic to pay for such services. The Law confers the office of village Head on a class of persons who ordinarily have sufficient wealth and leisure to devote some of their time to the gratuitous service of their fellow villagers. If they are not willing to do so without stipend, no stipend that can be offered will induce them; and a stipend only lowers the dignity of such service, while the absence of fee and reward prevents unworthy men from aspiring to the office. Of course gratuitous services are never very zealously performed; but the Heads of villages will improve, as wealth and intelligence of the people advance. And I think that we should be very careful not to touch the existing germs of the most valuable kind of service, viz., the gratuitous service rendered by the wealthy and independent to the society in which they live.

13. It will be said that I sketch what should be, not what is. There is some truth in this. But the fault does not lie exclusively with the Mirasidars; nor is the remedy proposed the right and effectual one. Village institutions, and the sound policy of enabling the people to do something for themselves in their own way, never have had a fair chance in Tanjore. The country has, from the commencement of our rule, been overlaid by enormous official establishments; everything has been done by employés; and the measures taken from time to time have had a bureaucratic direction. When the village Laws first gave to these communities some status, and to their Headmen some power, the measure was opposed by the t hen Collector and his officials—an opposition which was only overcome, if my memory serves me rightly, by actual or threatened suspension. When the measure was introduced, therefore, it was in a manner least likely to ensure success. The position and influence of the Mirasadar was lowered, and some of his important duties practically removed from him, when the Kurnum of the people was re-placed by a Government employé. In fact, the administration of the country has been unfavorable to the growth of the spirit of self-help amongst Village communities. The remedy does not, however, lie in now cutting off this improveable branch of administration and casting it away as profitless; but in comforting and encouraging the Potails and people, and strengthening their hands in the mangement of their own institution and services. The number of District functionaries has been reduced, and the Revenue system has been simplified; and we may well trust to time, and to growing intelligence and self-respect, to bring the Heads of rural society to appreciate the importance of the interests confided to them, and to lead them to greater activity in exercising all their functions.

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No. 54. ORDER THEREON, 10th October 1865, No. 1443.

The Government consider that Mr. Robinson shows good cause why the change in the position of the Kurnool Village Police, advocated by the Magistrate some fifteen months ago, should not be carried out, but he raises a larger question when, admitting the inefficiency of the Village Police, he recommends, as the only effective remedy, that the change carried out in Kurnool, as regards the other village servants, should be abandoned as a failure, and that the village service generally should be re-placed on its old footing; the quit-rent charged on the enfranchised Inams being relinquished, and the condition of service re-imposed—the grouping of villages or "union," as Mr. Robinson styles it, being abolished as a failure.

2. The Government are not disposed to view this recommendation unfavorably, for mature consideration of the grouping system has led them to doubt whether, even if legal, it is not objectionable, and a failure where tried; but before

passing any orders on the subject, it is necessary that they should have before them the Collector's opinion on the proposal, which they desire he will submit, with as little delay as possible, through the Revenue Board.

3. The Government observe that the revised assessment now in course of introduction in the District includes a village service cess of 6¼ per cent., or one Anna in the Rupee, in lieu of fees, and that this is calculated to raise a sum which, in combination with the restoration of the Service Inams to their original purpose, would enable Government to effect a very considerable improvement in the position of the Village servants, as regards remuneration.

(True Extract).

*Acting Secretary to Government.*

To the Inspector General of Police.
" Magistrate of Kurnool.
" Revenue Department.
" Revenue Board.
" Honorable C. Pelly, for information.

Exd. J. H. Burns.

**Errata.**

In letter from the Inspector General of Police to the Chief Secretary to Government, dated 9th September 1865, No. 1787.

Para. 17, page 6, line 1, *For* persons *read* person
Para. 17, page 6, line 1, Insert a
Para. 17, page 6, line 2, *For* are *read* is
Para. 17, page 6, line 3, *Omit* of Heads
Para. 18, page 6, line 13, *For* and *read* for
Para. 19, page 7, line 3, *For* free *read* fine
Para. 32, page 12, line 6, *For* and *read* in
Para. 33, page 12, line 8, *For* a *read* our
Para. 33, page 12, line 12, *For* Amshom, Adhigari *read* Amsham Adhigari

M. W. Carr, Captain,
*Assistant Inspector General of Police.*

Judicial Department.

No. 1946.

From The Inspector General of N. Police

Dated 9th September 1865.

For Orders.

For the reasons urged by Mr Robinson I would lean to Removal to Kilrye Police as by an — [illegible] as proposed by him in March 20 but should I perhaps think Lieutenant Hall for some footing in another Junction on the Kilrye line and if for orders undertaken a report up on the subject for the Colonel's notice. I think I have heard that Mr Minchin is not so much in favor of the new arrangements as he was —

What is the position of the Kilmore Dist

Judicial Department.

PROCEEDINGS of the MADRAS GOVERNMENT.

Read the following papers.

From the Magte of Kurnool. Recd 2nd May 1865 No 21.
— Insp. General of Police; — 9 Sept 1865. 1787.

Order thereon 10th October 1865 No 1443.

The Government consider that if Rubin shows good cause why the change in the position of the Kurnool Village Police advocated by the Magistrate some fifteen months ago, should not be carried out, but he raises a larger question when, admitting the inefficiency of the Village Police, he recommends as the only effective remedy that

as regards the Cess bill. Does this mean assessment of the Kurnool Province independently of the Cess bill? If so an amended Assessment of the Taluqdary attached bill from Cuddapah & Bellary.

JP

I quite agree that as regards village Police arrangements in Kurnool, it will be advisable to stop and leave them as they have been. I should like to see the Act in question proposed in para 20 fully carried out. Whether what has been done has been done within the law, seems altogether to have escaped notice. After reading all the papers now put together, for the first time, I am disposed to think that the law has been broken.

W.D.I

Exd. J. H. Burns.

that the change carried out in Kurnool as regards the other village servants, should be abandoned as a failure, and that the Village Service generally should be replaced on its old footing, the Jinti rent charged on the enfranchised Inams being relinquished, and the condition of service reinforced the grouping of Villages or "Union", as Mr Robinson styles it, being abolished as a failure.

2. The Government are not disposed to view this recommendation favorably, for mature consideration of the grouping system has led them to think that, even if legal, it is not objectionable and a failure where tried, but before passing any

to direct Mr Robinson to report whether he can recommend any modification to strengthen the Union & if so what modification he would suggest.

Pros 14/11/71

any orders on the subject, it is necessary that they should have before them the Collector's opinion on the proposal which they desire he will submit with as little delay as possible through the Revenue Board.

3. The Government observe that the revised assessment now in course of introduction in the District includes a Village Service Cess of 6¼ per cent or one anna in the rupee, in lieu of fees and that this is calculated to raise a sum which, in combination with the restoration of the Service Inams to their original purpose, would enable Government to effect a very considerable improvement in the position of the Village Servants as regards remuneration.

Sd.

To the Supt Genl of Police.
— Magistrate of Kurnool
— Revenue Depart.
— Revenue Board
— Arthur C. Pelly
for information

Dr. G. O.
Despt 13/12

Pro: of Beh

Judicial 1865. *Department.*

*No.* 1443

PROCEEDINGS OF GOVERNMENT.

~~Jud.~~ 1293/66.

*Dated* 10 October 1865.

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