M.R.O. 14—10,000—21-4-22.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 917 Press ~~Mis.~~

390. 391

Dated 23. 4. 1861.

Not to be folded or roughly handled

Proceedings of the Madras Government, Revenue Department, 23rd April 1861.

No. 390. Read the following letter from C. PELLY, Esq., Member of the Board of Revenue, to J. D. BOURDILLON, Esq., Secretary to Government, Revenue Department, Fort Saint George, dated Chepauk, 8th April 1861, No. 828:—

SIR,

* Proceedings, Madras Government, dated 3rd September 1859, No. 1,187.

1. I have the honor to submit, for the orders of Government, the following observations on the subject of the revision of the Village Establishments in Malabar District, in reference to the instructions of Government.*

2. In Malabar the Táluqs are divided into Amshams, which are described as resembling rather an English Parish than a Village in the Carnatic. These Amshams are again sub-divided into Deshams. There are at present 432 Amshams, of an average area of fourteen square miles, and an average population of 3,700 each. The Village system does not exist in Malabar as in other parts of India, the people do not congregate generally in Villages, but are scattered and reside on their farms and in their gardens.

Mr. Grant's letter, 14th April 1860, paragraph 4.

3. Over each Amsham is the head man called Adhigári, and there is an Accountant called Menon. Under each Adhigári are placed two, and in a few instances three or four Peons or Kolkars. These officials are all paid by fixed salaries. The Deshams are also presided over by head men called Mukyastáns, but they are unpaid officials.

Mr. Grant's letter, 25th June 1860.

4. The funds for the payment of the Amsham officials amount to about 84,000 Rupees per annum. This sum represents a cess of 10 per cent. imposed on rice and garden lands as charges of collection by the Officers of Hyder Ali in 1779, in addition to the revenue demand then settled by that prince.

See Proceedings of Government, 30th May 1860, No. 672, Judicial Department, paragraph 21.

5. It would appear that this cess was not imposed in the four Northern Táluqs, and in Wainád. Mr. Grant accounts for the exemption of these Táluqs by the fact that Wainád at that time did not belong to Hyder, and the other three Táluqs had not come by right of conquest within his grasp (*See* letter, dated 28th January 1861, paragraph 9).

6. The amount is collected with the revenue and disbursed to the recipients, and the fund is made available for the payment of the Village Establishment of the whole Province.

7. The ordinary present Amsham Establishment is—

	Rs.	
1 Adhigári on.....	5¼	per month.
1 Menon.....	6	,,
2 Peons at Rs. 2½ each	5	,,
Total...	16¼	

These rates the Collector considers much too low, but there are no funds from which to provide higher pay, except by amalgamating the Amshams; and this Mr. Grant at first proposed to do, by reducing the number from 433 to 244. These he divided into three classes with reference to the revenue.

The first class was to consist of 183 Amshams, having a revenue varying in average from about 7,000 to 13,000 Rupees; and there is one village, Cochin, with a revenue of 20,000 Rupees; the second class of 50, with average revenues from 3,000 to 5,000 Rupees; the third class of 11 villages, with average revenue of 1,200 Rupees.

8. The salaries which Mr. Grant proposed to allow for this Establishment are as follows:—

	1st Class.		2nd Class.		3rd Class.	
	No.	Rs.	No.	Rs.	No.	Rs.
Adhigári	1	8	1	7	1	5
Curnum....	1	10	1	8	1	6
Peons...	3	12	3	12	2	7
Total...	5	30	5	27	4	18

for the first and second class villages the Peon's pay is 4 Rupees; and for the third class 3½ Rupees. This Establishment compared with the present Establishment stands thus:—

	Present.		Proposed.	
	No.	Pay.	No.	Pay.
		Rs.		Rs.
Adhigáris...	431	2,264½	243	1,865
Menons...	428	2,568	243	2,290
Peons...	873	2,182½	720	2,871
Total...	1,732	7,015	1,206	7,026
		Increase.	...	11
		Decrease.	526	.....

9. This arrangement would cause an excess over the present disbursements of only a trifling sum of 11 Rupees per month or 132 per annum; and considering the great extent of the Amshams, the amount of revenue to be collected, and the local habits of the people who live in houses scattered over the country, Mr. Grant considered that the proposed salaries could not be lessened, in fact, he deemed them far too low, but he took what funds he had and apportioned them to the best of his ability.

10. The cost of the present Establishment is Rupees 84,180 per annum, and that proposed by the Collector amounts to nearly the same sum Rs. 84,312. The salaries of the Adhigáris by this measure would have been raised from 5¼ Rupees to 8, and 7 Rupees in the first and second class villages, that of the Menons or Curnums from 6 Rupees to 10 Rupees and 8 Rupees, and that of the ill-paid Peons from 2½ Rupees to 4 Rupees and 3½ Rupees. These rates are by no means too high. They might suffice for the Adhigári, but they are but a poor allowance for a Curnum with such a large and scattered charge under him, and leave him nothing to pay an Assistant with. The pay proposed for the Peons is moderate, and in the extended size of the Amshams, three Peons would not be too many.

From Collector, 3rd January 1861.

11. But of these available funds a portion it seems is to be given over to the Police. A sum of 20,000 Rupees is to be placed to the credit of the Inspector General of Police, leaving for revenue purposes 64,000 Rupees only, this assignment of part of the Village Establishment fund was apparently sanctioned by Government in paragraph 22 of their Proceedings above quoted, and the Collector writes that the introduction of the new Police is now going on, and shows that if this deduction is to be made it will be necessary, unless other funds are provided, to reduce this proposed Establishment, by limiting the salary of the Adhigári to 6¾ Rupees, and that of the Curnum to 7 Rupees, and allow only two Peons for the Amsham instead of three as proposed. The Adhigári will, it is true, be relieved now of all Police duties, but on the other hand his responsibility for the collection of the revenue would be increased by the measure two and three-fold, and he will still have magisterial functions to

30th May 1860, Judicial Department.

Letter, 3rd January 1861.

discharge. The office, however, appears to be sought after and it is probable that a Rupee more or less would not materially affect the office of Adhigári, which is held generally by men of substance. But 7 Rupees is far too low a salary for the Curnums generally in these extensive Amshams, and I would certainly deprecate a lower salary than that proposed by the Collector, viz., Rupees 10-8 and 6, which indeed I consider insufficient, for with an extended charge the Curnum would be obliged to pay Assistants, as he even now has to do, to get through the work.

12. But though he submitted the above scheme the Collector himself is not in favor of the proposition he has made to increase the charge of the village Officers by amalgamation of villages, which he says was made in accordance with the directions issued for his guidance in the Order of Government, 3rd September 1859, No. 1,187, and my Circular 26th October 1859, No. 59. But those instructions merely conveyed to Collectors permission to club villages together under one set of village Officers, where there were a number of very small villages near together, and this certainly does not appear to be the case in Malabar. The object the Government had in view was to render the village Establishments more efficient than they are at present. But Mr. Grant admits that the plan proposed by him would make them more inefficient than they are now. The revenue accounts of Malabar are described as being in a deplorable condition, and though progress is being made in reducing them to order, yet for this purpose the services of all the existing Curnums are required for two years, and for this and other reasons he strongly deprecates any diminution of the village staff for the present, and he is most decided in his opinion that the existing Amshams should not be interfered with at present. But he seems to contemplate the possibility by and bye of reducing the number of Curnums.

Letter from Collector, dated 28th January 1861.

See Rule XVI in paragraph 5 of Order of Government, 3rd September 1859.

Letter, dated 27th February 1861, paragraph 4.

13. He also distinctly states his opinion that the salary he proposes for the Curnums will not suffice. "Under the present constitution," he observes, "there is hardly a Curnum in Malabar "who has not one Assistant and very often two at the "time of the Jamabandi; these men must be paid." The necessity for enhanced expenditure is greatly increased when the Curnum has one or two more Amshams added to his charge, and he points out that the Curnum of the united Amshams would necessarily have recourse to the old Curnums of the amalgamated villages to enable him to manage his new charge, for without their local knowledge combined with the comparative uselessness of the accounts, he would be placed in a position of considerable difficulty.

Letter, dated 27th February 1861, paragraphs 5 and 6.

Letter, dated 28th January 1861, paragraph 5.

14. And even with respect to the Adhigáris, Mr. Grant is of opinion that the amalgamation of the Amshams is not desirable; they do not now, with their limited charge, perform the work of the Parish without the assistance of the unpaid Mukyastáns of the Deshams or sub-divisions of the Amshams, and to increase their sphere of duty does not appear to be a course to be recommended.

15. I agree with Mr. Grant that it is not expedient to make any considerable reduction in the number of the existing Amshams, which, as villages, are now of very large extent, and I therefore do not propose to recommend the measure originally submitted by him for adoption by the Government; and I have accordingly requested him to submit a revised proposition for the Village Establishments, and in doing so I have directed him to inquire and report on the practicability of assessing the Wainád and three northern Táluqs with a cess similar to that paid for the Village Establishments (noticed above, paragraph 4—6), for it seems unreasonable that the funds of these villages should be appropriated for the services of other Táluqs when they are insufficient to meet the requirements of the villages in which they are levied.

16. Mr. Grant has requested an early expression of my opinion as to the advisability of leaving the Amshams as they are, until at least the arrangements now being carried out for the improvement of the condition of the accounts are completed. I am, as I have already stated, of

Letter, dated 27th February 1861, paragraph 6.

opinion that it is not desirable to make any great changes in the Amshams, but that the existing Village Establishments should be improved by a suitable salary being given to the Office holders, and I would beg to recommend that the Collector be instructed to retain generally the Amshams as they are, but to make such modifications as may be found practicable, and to submit on that basis a fresh proposition for the settlement of the Village Establishments of Malabar, which will be duly considered.

17. The question is one requiring the early consideration of Government, because it has been proposed to take a large portion of the existing funds for the services of the new Village Police now in operation (as referred to in paragraph 11 of this report); and the Collector has shown that these funds cannot be spared, and can only be obtained by combining the Amshams in a manner which he deprecates, and paying the Village Officers an adequate salary. The subject now submitted for the orders of Government has been fully considered with my colleagues in the Board, and they coincide with me in the views here expressed.

See Government Order dated 4th December 1860, paragraph 5.

No. 891. ORDER THEREON, 23rd April 1861, No. 917.

1. In this letter Mr. Pelly reports on the village Establishments of Malabar.

2. In this District villages and village institutions in the usual Indian sense are unknown: the rural population is not congregated in villages as elsewhere, but is scattered in gardens and plantations over the face of the country. For fiscal purposes the District is parcelled out into Amshams, or townships, which are the units of the Revenue administration, as villages are in other Districts. In each Amsham there are a head man, called Adhigári, a Curnum styled a Menon, and two Peons, and in a few cases three and even four. The Amshams are 433 in number, with an average population of 3,700 persons, and an average area of fourteen square miles.

3. The pay of the village or Amsham servants above mentioned is as in the margin,* the rates being the same apparently throughout the District; but as already said a few villages have more than two Peons. The entire cost of the Establishment for the District is Rupees 84,180. The funds to meet the charge are derived from a rate or cess of 10 per cent., imposed by Hyder Ali on the assessment of gardens and rice lands, to meet the charges of collection, but which does not extend to the three northern Táluqs or to Wainád. The Collector says very little as to the actual produce of this cess; but it appears to be about equal to the cost of the village Establishments. It has now been ordered, however, that 20,000 Rupees of the amount shall be made over as a contribution towards the maintenance of the new village Police.

* *Adhigári...*	*Rupees*	5¼
Menon.....	„	6
2 Peons....	„	5
		——
Total	„	16¼

4. The Collector at first proposed a plan for reducing the number of Amshams from 433 to 244; but he at the same time proposed so to raise the pay of all the three classes of servants, that the total amount would have exceeded the present charge. Subsequently, however, he informed Mr. Pelly that he only proposed this reduction in the number of the Amshams, in obedience to what he supposed to be the order of Government; and he urged various reasons against the measure. Mr. Pelly considers these reasons to be conclusive against the scheme. Mr. Grant is still of opinion however, that some reduction in the number of the Amshams may be made especially when the Revenue accounts or to speak more exactly the land Registers of the District, shall have been brought into good order. Mr. Pelly has requested him to submit a revised scheme of village Establishments.

5. Mr. Pelly thus proposes no measures to Government; and the object of this letter apparently is only to obtain orders whether the 20,000 Rupees a year above referred to is to be given up to the Police. To this the Government can only reply that, according to the papers before them, the measure in question would leave a large part of the village Establishment of

Malabar without any pay; and the order therefore cannot take effect at present. The Governor in Council must observe however, that the Collector was made acquainted so long ago as 30th May 1860* with the order for the transfer of 20,000 Rupees a year to the Police; and he has had abundance of time to submit a definite plan for giving effect to that order.

* *Judicial Order, No. 672.*

6. Before concluding these remarks, the Government would observe that Mr. Grant appears to forget that as the Revenue Establishments are to be relieved of Police duty, the same strength of Establishment, whether as to numbers or as to pay, cannot be required now that was necessary before. He will probably find it practicable therefore to reduce the number of the Amshams where they are small; and he may also be able to reduce the pay of the Adhigáris of the smaller Amshams at least; and the number of Peons may certainly, as it appears, be diminished. It seems to Government that as there were formerly two in each Amsham, one ought now to suffice, on the other hand some addition may be proper to their pay.

7. Mr. Pelly has also properly directed the Collector's attention (paragraph 15) to the consideration of the possibility of extending the 10 per cent. assessment to those parts of the District where it has not hitherto prevailed.

(Signed) J. D. BOURDILLON,
Secretary to Government.

Rev Dept.

No 917

Proceedings of the Madras Government
Under date the 23d April 1861

Read the following
letter from C. Pelly Esq.

Submitting for the orders of Govt. certain observations on the subject of the revision of the village establishments in the Malabar District.

Here enter 8th April 1861 No 828

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Mr Pelly reports on
the village Establishments
of Malabar.

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× Adhigári Rupees 5/4
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Judl order dt. 6/12.

Hon Keating Rt 5

~~hopes to have a plan from him before the~~ at no distant date.

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[signature]

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12-3-94
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Mr Pelly's Report on the village Establishments of Malabar

Revenue 1861 Departt.
Pro: of Govt. for April.

No 917.

Pro: of the Madras Govt.
Dd 23d April 1861.

From Pelly Esq. Dd 16th Novr/61
No 2448- 61-18 Dec.-160-161

Pro- of the Board of Rd dated 12 Novembr 63 & No 2761

Reviewing Mr Pelly's proposition on the revision of the Village establishments in Malabar.

No 390 & 391

2. 8. April 1820