M.R.O. 14—10,000—21-4-22.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 2301 Press / ~~Mis.~~

30-33

Dated 4—12 186

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Proceedings of the Madras Government, Revenue Department, 4th December 1860.

Read the following papers :—

No. 30. From C. PELLY, Esq., Member of the Board of Revenue, to J. D. BOURDILLON, Esq., Secretary to Government, Revenue Department, Fort Saint George, dated 13th September 1860, No. 504.

SIR,

1. In obedience to the orders of Government under date 3rd September 1859, No. 1,187, I have been in communication with Collectors on the subject of revising the village Establishments. But their time has been so occupied with other duties that as yet I have not received the statements which I directed to be prepared, and which necessarily would take several months to prepare; and without these, I am not yet in a position to report to Government on the assets which exist and are available for the remuneration of the Revenue village servants. But I will no longer defer submitting a proposition for determining the scale of allowances that should form the basis of remuneration for these offices. But as a preliminary step, I may at once dispose of a question that has been raised respecting the status of the Maniyakáran, or head man of the village.

2. The question whether the office of head man of the village should be represented by a single individual or by a corporate body, and whether it should be remunerated or not by the State, and whether the holder should be elected by the village community, or be selected by the Government authorities, and even whether he should be responsible for the collection of the revenue, and not rather be a Judicial functionary than a Revenue Officer, has been raised in a letter* from Rangá Chárlu, Special Assistant to the Inám Commissioner, who has strongly advocated the measure of unpaid functionaries, their election being entrusted to the village community. The details of his scheme he drew out in a subsequent memorandum.† In his views Mr. G. N. Taylor the Inám Commissioner has heartily and entirely concurred.

* *Letter from C. Rangá Chárlu, Special Assistant to the Inám Commissioner, to G. N. Taylor, Esq., Inám Commissioner, dated 15th November* 1859.

† *Memorandum explanatory of a scheme for the revival of the village Municipal Institutions by C. Rangá Chárlu, Special Assistant, Inám Commissioner.*

Memorandum by the Inám Commissioner, 16th February 1860.

3. The opinions of several Collectors and other gentlemen, European, and Native, who have favored me with their sentiments on this matter, (which is of some importance, inasmuch as the general welfare of a village, and of the country, depends in no slight degree on the character and efficiency of the chief village authority,) are for the most part opposed to the views advocated by the Special Assistant, though there are one or two who coincide with him. I would just allude to the opinion of two Deputy Collectors both of Tanjore (as Rangá Chárlu's views apply chiefly to the Southern Districts). One Ragunáda Ráu gives Rangá Chárlu's views his hearty support, the other Deputy Collector of the *same* District, Ramaiengár, is entirely opposed to Rangá Chárlu's views.

4. My own opinion is not in favor of the scheme proposed by Rangá Chárlu and supported by Mr. Taylor. This scheme is based on having a municipal body to administer the affairs of the village; but provides for one of their body being selected as the Munsiff and really the head man; and as respects this individual the scheme, I may observe, presents four features. First. The manner in which he should be selected. Rangá Chárlu would have him elected by the municipal body, who are first to be elected by the village community. I am, however, decidedly of opinion that the selection of the head man should be left to the Collector, who, in making his choice, should consult the wishes of the villagers, but decide himself. The social position of the person, and his influence in the village, his landed property, his character, his Mirási rights, his aptitude for the work, and the general wishes of the people, would all be points for consideration in making a choice of the Maniyakáran, whose tenure of office the Government have

declared is to be during good behaviour. While the general opinion of the people may materially assist the Collector in selecting the best man, it would not be expedient in villages, where much party spirit generally prevails to leave the selection entirely to them.

5. The second feature in the scheme is, whether the office is to be remunerated or not? I do not think it necessary to say much on this point. The Government look for efficient and honest administration, and to secure this they must pay for it, as a general rule. If the office is not paid ostensibly, irregular methods will be resorted to for re-imbursing the incumbent for his services, or those services will not be of much value. Where there are now no apparent or authorized emoluments, there can hardly be a question but that the office holder is remunerated in various ways, which are not sanctioned except by custom.

6. A third feature is the relieving the head man of the duty of collecting the revenue, and to impose this work on the Curnum. This proposition is very objectionable, the Curnums' work should be confined to keeping the accounts, and to making entries of the payments of the kist, but it is the duty of the head man to attend to the collection of the revenue, as well as to superintend the village affairs. It is no degradation whatever to the office of head man to impose this duty on him, but quite the reverse; and to transfer it to the Curnum would, as it often does now, tend to much abuse. There is no reason why the office of Maniyakáran should be degraded by his being subjected to the annoyances from the public servants noticed by Rangá Chárlu. This will not be permitted in future; the respective duties of the Maniyakáran and the Táluq authorities will be defined, and the latter will not be allowed to infringe their duties, for the oppression and annoyance of the village authority.

7. The last feature in the scheme is, making the head man as a member of the Municipal body a purely magisterial and judicial functionary. This is a matter for the consideration of the judicial authorities rather than a matter of revenue administration. But as regards his magisterial functions I am of opinion that the Maniyakáran should exercise whatever magisterial power may be entrusted to the head of the village independently, and not conjointly, as a member of a Panchávat. In the greater number of villages there will be but very little magisterial work to be done and that will be done quite as well, to say the least, and I believe better, by one carefully selected man, as by three or more together, who would probably only hinder rather than expedite justice.

8. There may be no objection to the head man being a member of a Judicial Panchávat for the adjustment of small civil causes as proposed by Rangá Chárlu and advocated by some Judicial officers of great experience. But what the Government require for the proper administration of the revenue affairs of a village is, a man held in good estimation by the village generally, a man whose status in the village gives him an influence among the people, and who is at the same time a man of business habits, in whom confidence to a certain degree may be placed, and it is the object of Government to make the post one of honorable distinction. And it is the duty of every Collector to uphold the respectability of the office, and to insist on the Tahsíldárs doing the same.

9. I shall now proceed to consider the rates of remuneration that may be proper to allow the several functionaries who will constitute the village Government Establishment. This has been a matter of much difficulty satisfactorily to determine, and as yet I have received but little assistance in coming to a conclusion from the Collectors. We may propose a scheme, but until the existing emoluments of the offices are ascertained by the accounts, which are still for the most part under preparation in the Collector's offices, I cannot give any approximate idea of what will be the financial result. But on the other hand I clearly see that little advance can be made until a scale has been submitted to, and approved of, by Government, as the scale on which the calculations are to be based. If this is done now, I shall be able I hope in a very short time to show to what extent the village emoluments are sufficient, and where they will require, in conformity with *that* scale, to be supplemented to make them so.

10. I believe that for the Maniyakárans, the remuneration for the existing official Mirásdárs, need not be large to procure the services of competent men for that office from among the old office Mirásdárs, who are likely to be more acceptable than strangers introduced, to whom it

would be necessary to give higher wages, so that when it is found that the emoluments of office are even less than the minimum of the scale, I think, in many cases, the service required will be performed without difficulty, notwithstanding the State may not be able to raise the remuneration of the office holder.

11. To Curnums a higher rate of emoluments must be given to secure a due and efficient performance of their arduous duties, and I should be sorry that the minimum of the remuneration should not in all cases be made good. But even in their case, I believe, they would rather continue to perform the work, if they are the old Mirásdár Curnums of the village, ill remunerated, rather than see their office given to another person and amalgamated with another village.

12. Where old Mirási rights exist it is not my wish to destroy them by any unnecessary amalgamation of villages, but in some instances where the emoluments are very small or other circumstances exist, which prevent the due performance of the duties of the office by the Mirásdárs, it will probably be necessary to depart from this rule; but whenever small villages with small emoluments can be conveniently united, without infringing old Mirási rights, it will be invariably done, in order to afford a proper remuneration and secure due efficiency, without entailing unnecessary expense on the Government.

13. After much consideration I have resolved to submit the accompanying scale of remuneration for village servants in every District. It has been framed partly with reference to a scheme of remuneration for Potails and Curnums drawn up by Colonel (Sir Thomas) Munro when Collector of the Ceded Districts, for those offices when unremunerated or insufficiently paid. And partly on a general consideration of what would be a fair allowance for the several village servants. And I beg to submit it for the consideration of Government, and, if sanctioned, I would at once direct its being taken as the standard for the new account now under preparation. Having the standard settled, I shall be able to ascertain what deviations from it in particular cases may be necessary. I would observe that the emoluments of the Curnum includes the cost of petty stationery, pens, ink, oil, &c., but not books and paper for accounts and reports, which should, I think, be provided by the Government of a uniform description for the villages in each District.

See Enclosure A.

14. The minimum salary of the Curnums has been calculated at so many Rupees per month, and the maximum (which is only to be given when the present emoluments are more than the minimum) has been calculated at 1 and $\frac{2}{3}$rds of the annual minimum rate. The Maniakáran's salary it will be observed has been fixed at a sum considerably less than that of the Curnums for the minimum. But for the maximum I have retained the same amount as the maximum of the Curnums. These head men of a village are in many places in possession of large Ináms, which circumstance has given them a high social position in the village and much influence. It is not, I think, desirable considerably to deprive them of these emoluments where they already exist, and I think a liberal amount should be fixed for the maximum of these officers, within which it is not expedient to interfere with their present rights. What remains above this maximum will come under the influence of the Inám Commission.

15. I also have the honor to submit, as an Appendix,* a memorandum of the duties, which I consider the proper duties, of the several classes of village officers, with some remarks annexed to them, for the approval of Government.

* *B.*

16. I have received the statements of existing emoluments and the propositions of Collectors from only six Districts. But these require much examination and consideration, and I think it would expedite the work entrusted to me, if I were occasionally to visit some of the Districts, and, in personal communication with the Collector's, arrange on the spot, what might appear in each District, the best and most practical scheme of village Revenue Establishments, for submission to Government, in the same way as the Inspector General of Mufassal Police has been arranging for the village Police Establishments in personal conference with Collectors. And I would beg to be favored with the order of Government on this suggestion.

From Ganjam, dated 7th April 1860, *No.* 420.
,, *Kistna, dated 7th Sept.* 1860, *No.* 890.
,, *Madras, dated 28th May* 1860, *No.* 483.
,, *Trichinopoly, dated 4th July* 1860, *No.* 627.
,, *Madura, dated 7th August* 1860, *No.* 795.
,, *Malabar, dated 24th July* 1860, *No.* 772.

No. 31. MINUTE BY THE HONORABLE E. MALTBY.

1. This is another instance, in my opinion, of the danger and difficulty which must arise from an attempt to generalise too much when discordant and varying circumstances have to be dealt with.

2. As immediate orders are wished for in respect to the Ceded Districts where the Inám Commissioner is now at work, and as that part of the country is well known to Mr. Pelly, I am willing that his scale of remuneration for village servants should be adopted *there*, but *there only*. If however time permitted, I should have been glad first to learn what remuneration is given under the Revenue Survey Settlement in the neighbouring Bombay Districts.

3. But as Mr. Pelly has fixed his maximum high, in consequence of the peculiar state of things in the Ceded Districts, with "a view to avoid extensive confiscations" there (see paragraph 4 of Memorandum), it would evidently be very unsafe to adopt his scale universally, especially when we have no data before us to show the consequences, and are not in possession of the views of the Collectors and the Board of Revenue. This latter information is the more necessary because Mr. Pelly's practical experience is limited to the Ceded Districts. As far as I recollect, (not having data at hand to refer to) the remuneration of the village servants in the southern parts of the Presidency forms a charge of about 6 per cent. on the Revenue. It will therefore be seen what an enormous drain on the State Mr. Pelly's scale would lead to, when the charge for the Monigar and Curnum only is to amount to 20 per cent. in small villages, "while the maximum is 40 per cent. and more in the smaller villages"—(paragraph 3 of Memorandum). This scale must, it appears to me, be carefully reconsidered and rates of remuneration be fixed on for single Districts or for groups of Districts according to their peculiar circumstances after full consultation with the local authorities.

4. It will also be necessary, in my opinion, to alter the view taken by Mr. Pelly of the Monigar's remuneration. In the Ceded Districts many circumstances led to the heads of villages (Potails) being differently situated from those in the southern parts of the Presidency. There a turbulent set of petty Poligars, who had been despotic rulers in their ranges, merged under our Government into heads of villages, and consequently it was politic to give them large allowances, both to keep them quiet and to make some compensation for the powers and privileges which they had lost; on the same grounds it may be both politic and expedient now to continue those allowances in a considerable degree, lest their reduction after long years of enjoyment should create discontent and indifferent performance of duty.

5. But though the heads of villages (Potails) may have thus been on a level with the Curnums in Bellary, as respects salary, it is not so elsewhere, and I believe it would be financially impossible to introduce this principle throughout the Presidency as Mr. Pelly proposes. In most of our Provinces the office of Village Monigar is an honorary one, and is more prized for the social status and influence which it gives than it would be valued for any amount of salary which the State could afford to assign to it. In our financial condition we must turn this circumstance to account, and employ our means firstly to give adequate remuneration to the more directly *working classes* of village servants (the Curnums and Vetties &c.), and then, if we have the means, we can be liberal to the heads of villages. It is of course desirable to give them a respectable allowance; this should be attended to, but I believe that it will be found utterly impossible to treat them as ordinary and salaried revenue servants. I much doubt whether it would be advisable to put them on such a footing if we had the means, but it is not at all events necessary, when the status and influence of the office are sufficient to procure us the services of the leading land-owners without large allowances.

6. To illustrate the difficulty, I invite attention to Mr. Pelly's table in appendix A. The *minimum* allowance for a Monigar (Maniakaren) in the *smallest* class of villages is Rupees 24 per annum. Now in Canara there are 2,267 villages with an average revenue of Rupees 920 in each. Mr. Pelly's minimum salary in such instances would be Rupees 40 if the scale is to be acted upon and this would form an annual charge of Rupees, 90,680. At present the charge to the State is about Rupees 13,000,* so that in this

* *At* 5-13-3 *per Potail.—See letter of Revenue Board to Government, dated* 30*th December* 1854.

one District, and for a single class of village servants, an additional outlay of Rupees 77,000 would be incurred.

Extract Minutes Consultation, 29th May 1850.

7. This is no exceptional case. When reforming the village Police in Trichinopoly Government could only assign Rupees 12 per annum to the heads of villages.

Extract Minutes Consultation, 29th September 1857, No. 996.

7. In Guntoor the above salary of Rupees 12 was generally allowed, but in consequence of its smallness higher rates, ranging from Rupees 18 to 30, were sanctioned for 100 of the larger villages.

The impossibility of finding funds on Mr. Pelly's scale for this class of servants will, I believe, be thus apparent.

8. So with respect to the Curnums' salaries, I believe that Mr. Pelly's scale will be considerably beyond our means, and without accurate data and the opinions of the Collectors and Board before us, serious embarrassment and disappointment would arise if Government now declared that it assented to the *minimum* rates of remuneration proposed by Mr. Pelly.

9. The rates of pay recommended in appendix A for the Vetties and Nírgantis, viz., Rupees 2½ and Rupees 2, seem to me proper. What number of these servants must be employed will depend on local inquiry, but I have no objection to Mr. Pelly's scale proportioning the number of these servants to the village revenue.

10. As to the grain fees, which are alluded to in paragraph 9 &., of the Memorandum, I see no possibility of dealing with the subject now on any general and uniform principle. They must be considered, in my opinion, District by District, either now after a local inquiry or presently during the Revenue Survey. Where they have disappeared altogether, I would not revive them, nor do I think this was intended in the late orders of Government. But of course when the land-owners are found to pay nothing to the expense of the village Establishments, the new Survey Assessment will be affected by this circumstance, that is to say all the crop will be taken as the Government share, except that portion which reimburses the ryots' labor and outlay, because Government pays the village servants.

11. But where grain fees exist, they are to be continued, and I presume be put into an intelligible and uniform shape as the Revenue Survey proceeds. The uniformity to which I here allude is between Village and Village, and not between District and District. Where the grain fees have been thus settled they are to be commuted into a money payment and collected with the landed Revenue, the amount being disbursed by the Collector periodically to the village servants. This is the South Arcot practice, and Government in approving it observed that "it may hereafter be generally adopted."—See Proceedings of Government 15th February 1860, No. 233, paragraph 9.

12. Whether there are grain fees in Bellary and Cuddapah or whether the Potails and Curnams are paid entirely by Mányam land I am not aware.

18*th October* 1860. (Signed) E. MALTBY.

No. 32. MINUTE BY THE HONORABLE THE PRESIDENT.

1. The papers connected with the revision of the Village Establishments were sent by me to Mr. Maltby, that I might, before recording an opinion on the subject, have the advantage of learning his views in regard to this important question. I have now gone carefully through them, and the suggestions made by Mr. Maltby I consider to be the best, under all the circumstances connected with this question, that the Government can at present adopt.

E.

2. The course proposed by Mr. Maltby in respect to the grain fees payable to the Revenue Officers of the villages, seems to me one that should also be adopted in respect to their collection and payment to the persons employed as Village Police. These persons are now to receive

money payments from the State, and the value of the grain hitherto paid to them should be added to the Revenue Collections, and realized as Land Revenue.

3. It would much simplify matters if we were to ask for a Legislative enactment at once, to enable the Government to add the value of the grain fees to the revenue charge; at all events, the Revenue Board should be urged to expedite the Revenue Code, already so long under preparation and which I understand is to include a provision for the realization by Government of these grain fees.

19th October 1860.

(Signed) W. MOREHEAD.

No. 33. ORDER THEREON, 4th December 1860, No. 2,301.

1. In his letter recorded above, Mr. Pelly submits his proposition for the revision of Village Establishments and their emoluments. He first discusses a scheme put forward by Rangá Chárlu, one of the Special Assistants to the Inám Commissioner, for "reviving" the Village Municipal Institutions, but which in fact is a new scheme altogether. Mr. Pelly's conclusions on the scheme, as given in paragraphs 4 to 8, appear to the Government to be quite sound; and it is only to be regretted that so much time has been devoted to the consideration of speculations which however clever are eminently impracticable.

Appendix A to Mr. Pelly's letter.

		RS.
Revenue		300
Minimum salary.	RS.	
To Maniyakárans...	24	
To Curnums	36	
	—	60
Maximum.		
To Maniyakárans	60	
To Curnums	60	
	—	120
Revenue		9,000
Minimum salary.		
To Maniyakárans...	144	
To Curnums	210	
	—	354
Maximum.		
To Maniyakárans...	350	
To Curnums	350	
	—	700

2. The rates of remuneration proposed by Mr. Pelly for the village Officers would entail a heavy charge for the mere collection. In villages of the lowest class the minimum charge for Maniyakáran and Curnum together amounts to 60 Rupees, or 20 per cent. of their revenue, while the maximum is 40 per cent. In the smaller villages of the class these high rates of charge are much increased. In the larger classes of villages these proportions are much diminished, but even in the largest, the pay of the two servants named is to be about four per cent. as the minimum and nearly eight per cent. as the maximum. It is probable, indeed, that the maximum rate of emolument will rarely be found except in the Ceded Districts; and Mr. Pelly has fixed it high to avoid extensive confiscations. It is seen also from paragraph 10 that Mr. Pelly does not propose that even the minimum rate for the Maniyakáran shall be made up in all cases.

Proceedings, 3rd September 1859, *No.* 1,187.

3. A main point in the scheme approved by Government in their Proceedings of the 3rd September 1859, for the reform of the Village Establishments was to diminish the number of Office bearers to that which is really necessary, and not to have more than one Maniyakáran and one Curnum in a village. This will greatly economize the emoluments, which are now often divided among several co-ordinate Office bearers. Another part of the plan and with the same object, was to bring back to the nominated and registered Office bearer, all alienated portions of the Inám, so far as might be necessary to make up the required emolument. A third feature in the plan was to unite two or more villages together where very small.

4. A scale of emoluments is necessary to enable the Inám Commissioner to deal with the village service Ináms. All that he has been able as yet to do has been simply to record the extent, value and enjoyment of the Ináms. This defect was not of so much importance in the Northern Circars, where the village service Ináms are comparatively few; but now that the commission is at work in the Ceded Districts, it is necessary that he should be furnished with the means of deciding as well as of merely recording.

5. As that part of the country is well known to Mr. Pelly, he having been for many years Collector of Bellary, the Governor in Council is willing to permit the adoption in the Districts of Bellary, Cuddapah and Kurnool of the maximum part of the scale of remuneration now proposed; but they are not prepared to engage to make up smaller emoluments to the minimum scale. The remuneration of the village servants in the southern parts of the Presidency are much lower than in the Ceded Districts; and Mr. Pelly's scheme, if adopted entire in all Districts, would cause a great drain on the finances of the State. The Government consider it to be necessary, therefore, that his scale should be carefully reconsidered and rates of remuneration fixed for single Districts, or for groups of Districts after full consultation with the local authorities and the Board of Revenue.

6. The view taken by Mr. Pelly of the Maniyakárans' remuneration also needs some alteration although in the Ceded Districts, they may have been on a level with the Curnums as respects salary, it is not so elsewhere, nor would it be financially possible to introduce this principle generally. The Office of village Maniyakáran is prized not only for the emolument, but also for the social status and influence which it gives. This feeling should be turned to account and the means at the disposal of Government should be employed, primarily to give adequate remuneration to the more directly *working classes* of village servants such as the Curnums and Vettís. It is of course proper to give respectable allowance to the heads of villages also, but these Officers must not be regarded as ordinary Revenue servants.

7. With respect to the Curnums' salaries also Mr. Pelly's scale is considerably beyond the means at the disposal of Government. Without accurate data and the opinions of the Collectors and the Board of Revenue before them, the Government apprehend that serious embarrassment and disappointment would ensue if they declared their assent to the minimum rates of remuneration proposed by Mr. Pelly.

8. The course proposed as respects Vettís and Nírgantis needs some further explanation. For the Vettís and Nírgantis Mr. Pelly proposes 2½ and 2 Rupees respectively as the rates of emolument. It does not appear how he proposes to treat them, whether to bring all to these rates, or to take them as maximum or as minimum rates. The Government will only say therefore that although proper as minimum rates, they consider them too low to be taken as the general standard, and, much more, too low to be fixed as the maximum.

9. As regards grain fees it is not possible to deal with the subject on any general and uniform principle. They must be considered District by District either now after a local inquiry, or hereafter during the Revenue Survey. Where they have disappeared altogether they should not be revived; but in such cases the new survey assessment will be higher, because there will be no deduction for fees prior to the division of the crop between the Government and the Ryot.

10. Where, however, grain fees do exist they will be put into an intelligible and uniform shape as the Revenue Survey proceeds. The uniformity here alluded to is between village and village, and not between District and District. Having been thus settled, the grain fees should be commuted into a money payment and collected with the land Revenue, the amount being disbursed by the Collector periodically to the village servants. This is the practice in South Arcot and in a recent order* the Government expressed the opinion that hereafter it should be generally adopted.

* *Proceedings, Feb. 15th* 1860, *No. 233 Para.* 9.

Proceedings, 5th April 1860, *No.* 539.

11. In Proceedings dated 5th April 1860, the Board of Revenue were requested to embody in the new Revenue Code a provision for commuting the grain fees into money. The code however has not been again laid before Government, though but little remained to be done to it at the time of the order just quoted. The Government are anxious that no more delay should occur, and they resolve to call the Board's attention to the subject.

12. On the whole, the orders which the Government now pass on Mr. Pelly's scheme are as follow. They accept his scale of maximum rates for the Maniyakárans and Curnums, as respects

the Ceded Districts; but not the minimum rates. When emoluments do not reach the maximum rates they will remain as at present. In dealing with the fees Mr. Pelly and Mr. Taylor will be guided by paragraphs 11 and 12 of the Order of February 15th 1860 above referred to.

13. Mr. Pelly appends to his report a memorandum of the duties of the various classes of village servants. It is carefully drawn up, but the Government do not see much need of such rules. The duties of these servants are well known in practice; and there may be local variations in particular places not in agreement with the rules which might give rise to difficulties if these rules were made the standard.

(Signed) J. D. SIM,
Acting Secretary to Government.

Appendix A

Scale of Remuneration to Maniakarens & Karnums. Annual Amount.					Vetigans at 2½ Rs.	
	Maniakaren.		Karnum.			
Revenue	Maximum	Minimum	Maximum	Minimum	Entire Beriz	No.
1	2	3	4	5		
300	60	24	60	36	Below 500	1
600	80	36	80	48	500 to 2000	2
1.000	100	48	100	60	2.000 to 7.000	3
1.500	120	54	120	72	7.000 to 9.000	4
2.000	140	60	140	84	9.000 to 10.000	5
3.000	170	72	170	102	above 10.000	6
4.000	200	78	200	120		
5.000	230	90	230	138	Veergunties at 2 Rs.	
6.000	260	96	260	156	Runjah Beriz	No.
7.000	290	108	290	174		
8.000	320	120	320	192	Below 2000	1
9.000	350	144	350	210	2.000 to 5.000	2
					above 5.000	3.
above 9.000	400	180	400	240		

Rev. Bd. Office.
Fort St George
13th September 1860

Pelly
Member.
A true Copy
Dy Sy Sec.

H.

Copy inc a Letter to England
of 12th Dec.r/60 No. 138.

Enclosure in Letter
No. 504. to the Secretary
to Government.

R 1963/60.

Appendix A

Scale of Remuneration
to Village Officers

Appendix B.

Duties of Village Manyakaren.

1 The Manyakaren is the Head Revenue Officer of the Village and as such his duties are.

2 To collect and take charge of the Kists payable by the ryots.

3 To see that the ryots receive receipts for their payments, which receipts are to be signed by him and by the Kurnum.

4. To transmit the revenue so collected to the Tahsildar accompanied by a Memo of Remittances signed by himself and the Kurnum.

5. To report to the Tahsildar the names of all defaulters.

6. To carry out the orders of the Tahsildar for attachment and sales of property of defaulting ryots.

7. To apportion under orders of the Tahsildar waste lands in the Village to ryots or others who may have applied for them, but the Manyakaren is not authorized to grant of his own accord any application for Land to any person; such applications must be made to the Tahsildar or higher Revenue authority.

Note. p. 7. 8. 9 See remarks in these paras below.

8. To receive Resignations of land from ryots, to attest them, and to forward them to the Tahsildar, and to act respecting them in conformity with the orders he may receive from the Tahsildar.

9. To report to the Tahsildar all transfers of land made between ryots before him and on receipt of the Tahsildars orders to register them in the Registry.

To

10 To enquire into, and to settle all revenue and miscellaneous disputes between the ryots, and if necessary to apply to the Tahsildar for orders.

11. To attend to the distribution of water.

12. To see in conjunction with the Kurnum that all lands occupied in the Village are duly entered in the Accounts.

13. To superintend the petty repairs which the ryots are required to perform to public Works of irrigation and to fairly apportion to each ryot his proper share of work.

14. To see that travellers and Officials passing through or putting up in the Village are provided with supplies at fair prices, and with Kulies or bullocks if required.

15. Manyakarens are not to leave their Villages for any lengthened period above 15 days without permission of the Tahsildar given in writing, and during their absence they are to provide for their duties being duly performed.

16. Manyakarens are not required to attend at the Tahsildars Kachari except when specially ordered in writing by the Tahsildar to do so, and Tahsildars are directed to abstain from requiring their attendance except when indispensably necessary and then to detain them as short a time as possible.

17. Manyakarens when also the Magistrates of

of the Village, are to perform all Magisterial duties entrusted to them under the Regulations.

Remarks.

I had intended that the Village Mania= =karen should have had authority, without pre= =vious reference to the Tahsildar, to receive and act on applications for land, and to accept re= =signations of land, reporting the same to the Tahsildar in due course. And I much regret that I am constrained to draw up the modified rules 7, 8 and 9 referring to this point. But the Government in their Order 13th June 1860 No 978, have directed that the distribution of land shall not be allowed without the pre= =vious cognizance and orders of authority superior to that of the Village. This decision will necessari= =ly throw a greater amount of Village work on the Tahsildar, and will, I fear, make the Village Officers far less efficient than it was my intention they should be. It should be the object of Government to raise them in public estimation and this can not be accomplished unless they have authority given them, which in very many places they already possess and exercise, under the general control of the higher authorities, to the benefit I believe of all parties. Under the new Village system there will be but one Officer, and he will be held res= =ponsible for the correct discharge of his duty.

We

We will be a selected man and generally may be trusted with this duty as with any of the other duties he will have to perform. The decision now made by Government will in many instances prove a retrograde step. the object in view of revising the Village Establishments was progressive. The heads of the Village will now be deprived of all real power which they now posses in many Villages, and will I fear command less respect among the people; and numerous applications for and dis=putes about land which they would dispose of in a few minutes to the satisfaction of all parties will now all be thrown on the Tahsilsar. involving references. summons of parties and the Village authorities to the Taluq Kachary, with all its at=tendant evils. The Tahsildar will be overwhelmed with applications and the work will after all not be better done. The Tahsildars of the enlarged Ta=luqs will I fear be unequal to these numerous duties with the present limited scale of establish=ments which the Government must be aware has been framed on consideration that the Tahsildar would be relieved of many duties properly devolv=ing on the Village Officers. If in any places the Village Maniakaren is not found competent to these duties, and a competent person cannot be placed in Offic, in such case, I would speci=ally deprive him of the privilege. But as a general Rule under due control and Supervision

and

and check, I would certainly desire to see the Head of the Village entrusted with the power of accepting resignations. and of allotting land to applicants. But as the Government have decided otherwise, I have modified the Rules on this subject that I had intended to submit for the approval of Government. But it must be borne in mind that the Govern=ment will be paying frequently for services which have hitherto been performed by the Head of the Village but which will not now be done by him but by the Taluq Officials.

With respect to Rule 9 I am not quite sure whether I may not even now have gone beyond the intentions of Government in allowing the Maniakaren to receive at all Resignations of land, to be forwarded merely for the orders of the Tahsildar. It was perhaps the intention of Government that ryots should themselves present their resignations direct to the Tahsildar. If such is the intention the Rule will be reversed and may run thus.

9. "Maniakarens are not to receive resigna=tion, of land from any ryot, but to refer ryots tendering such resignations to the Tahsildar."

Duties of Karnums.

1 The Karnum is subordinate to the Manya=karen. But he is responsible for the correct pre=paration of all the authorized accounts of the Vil=lage, and he is answerable for the punctual des=patch of them to the Taluq Sherishtadar.

He

2. He is to write the receipts for Kists paid by the Ryots and to countersign them.

3. He is to prepare and countersign the Memo of Remittances for transmission with the collections to the Tahsildar, and the list of defaulting ryots.

4. He is to read and take charge of all orders sent to the Manyakaren or to the Village authorities collectively or to himself, and to write all Official letters or other documents.

5. He is to countersign all applications for land or Razeenamahs for the relinquishment of land presented by ryots, and carefully to keep the re-gisters of such Durkhasts and Razeenamahs, and to prepare the Statements of them for trans-mission to the Tahsildar at the appointed period.

To keep with care also the Register of all Transfers of lands between ryots.

He is to submit for the inspection of the Tah-sildar or other authorized public Officer all the Registers kept by him, and to obtain their counter-signature in token of their correctness at such times as may be ordered by the Collector or Tah-sildar.

He is to accompany the Manyakaren, at the proper times, to inspect the lands occupied by ryots and see that they are all duly enter-ed in the public accounts. He is jointly with the Manyakaren responsible that there is no concealed cultivation in the Village.

He

He is to be present at the attachment and sale of property of defaulting ryots, and is to write out the Lists and other documents con-nected with that business, unless another per-son has been specially deputed by the Tahsil-dar for the work.

He is not to absent himself from the Vil-lage beyond 15 days on any account, nor need he attend at the Taluq Kachari unless specially ordered to do so by the Tahsildar in writing, and the Tahsildar has strict orders not to detain him there longer than is absolutely necessary.

The Kurnum is clerk also to the Manya-karen in his Official capacity of Village Ma-gistrate and will write any papers that may be required by the Village Magistrate.

The Kurnum will receive from the Tahsil-dar such Accounts Books and Paper as may be necessary for the public accounts &c. But he is to provide himself with all other articles of stationery pens. ink oil &c.

Duties of the Sarraf.

The duties of the Sarraf are.

To examine the coin received from the ryots to keep an account of it for the Manyakaren, and to act with respect to it under the orders of the Manyakaren and to accompany the re-mittance to the Taluq Kachari.

The

Duties of the Vettian.

The Vettian is to act under the orders of Ma=nyakaren and to assist him in collecting the revenue from the ryots, to carry messages, to accompany the Kist Remittances to the Taluq Treasury with the Police Talliaries; to carry the Village letters, and generally to obey the orders of the Maniakaren in the discharge of his Official duties.

To attend to the Tanks and Works of irriga=tion, and to assist the Nirgunti (where there is a Nirgunty) when necessary in his work under the orders of the Maniakaren.

Duties of the Nirgunty.

To make a proper distribution of the water of the Tanks or other works of Irrigation to the fields of the ryots, under the orders of the Ma=niakaren.

To watch the works of irrigation and immediately to report to the Maniakaren when repairs are required.

To see that the works are not injured by people or Cattle and that the water is not wasted.

To assist also the Vettian in the discharge

of

of their duties under the instructions of the Ma=niakaren.

Tiecy
Member.

Rev. Bd. Office
Fort St. George
13th September 1860

Copy in a Letter to England
Dy 12th Dec. No. 60 No. 138.

Enclosure in a letter
No. 504 to the Secretary
to Government

R 1963/60

Appendix B

Duties of Village Offic

Memo on Rev. No. 1963.

I circulate for orders a letter from Mr. Pelly on the subject of village officers & their emoluments.

2. Mr. Pelly first discusses a scheme put forward by Rungachárla, special Asstt to the Inam Commissioner, for what its author calls "reviving" or restoring village municipal institutions, but which in fact is a new scheme altogether. Mr. Pelly's conclusions in Paras 4 to 8, appear quite sound; and it is only to be regretted that he gave so much time to the consideration of speculations, which, however clever, are eminently unpractical.

3. The rates in the scale do not seem high, yet they form a heavy charge

charge for the mere collection. In the small villages the minimum charge for monigar and Curnum together amounts to 20 per cent & more; while the maximum is 40 percent, and more in the smaller villages.

4. As the size of the village increases, the proportion of the pay of the servants diminishes; but even in the largest, the pay of the two servants named is to be about 4½ per cent as the minimum, and nearly 9 per cent as the maximum. The maximum, however, will perhaps rarely be reached, except in the ceded Districts; and Mr. Pelly has fixed it high, to avoid extensive confiscations.

5. It will be seen that Mr. Pelly does not propose (Para 10) that even the minimum rate for the monigar shall in every case be made good.

– Then why does he not create disinterestment by declaring that the minimum pay ought to be

6. A main point in the scheme approved last year for the reform of the village establishments was to diminish the number of office bearers to that which is really necessary; never having more than one monigar and one karanam in a village. This will greatly economize the emoluments, which are now often divided among several co-ordinate office bearers. Another part of the plan, and with the same object, was to bring back to the nominated and registered office bearer all alienated portions of the Inám, so far as might be necessary to make up the required emolument.

A third feature in the plan was to unite two or more villages together, where very small.

7. Much progress has not yet been made by Mr. Pelly with the village

village establishments, and I think he will not get on very fast till he goes into the Districts; his disposal in hand is appears therefore to be good.

8. A scale of emoluments is necessary to enable Mr Taylor to deal with the village service Inams. All that he has been able to do hitherto has been simply to record the extent value and enjoyment of the Inams. This defect was not of so much importance in the northern Circars, where the village services are comparatively few; but now that he has got into the settled Districts, it is desirable that he should be furnished with the means of deciding and not of merely recording.

9. But here comes in the question of the fees. In February last the Govt passed a final order on this subject; to the effect × Feby 15 No 253

that fees were to be retained as a means of paying the village servants; that the amount of the fees should be first decided to that object; and that the deficit should be made up from the Inam land, the surplus land above what is wanted for that purpose, being enfranchised.

10. This however cannot be done at present, because the amount of the fees is nowhere fixed or known.

11. The fees themselves require to be settled, and I think this should be done on a comprehensive plan. At present the fees vary greatly from village to village; they are also very irregularly collected. In some places have been allowed to disappear altogether, so as not even to be in the village accounts though undoubtedly

undoubtedly a universal institution originally. So far as they are collected, the poor generally have to pay and the rich and influential to a great extent escape.

12- The proper remedy in my opinion would be to fix a rate per Rupee of land assessment (and water rate) for the fees, to be entered in the puttah and levied like the land revenue. It would be a matter for decision whether the fees so collected should go as of course to the officers of the village, or be thrown into a common fund and disbursed as salary. The former would be most in accordance with the usage of the country, and I think on the whole the least open to abuse; and

See Reports for 1860 p 9 — It is not known that this can be done now to 1st January

the objections to such a system in the Police, do not apply in the Revenue Department. It would be easy to assign a certain rate in the rupee to each servant, and the amount would be entered in each puttah. Difficulties and delays in realizing the demand might be avoided by deducting the whole amount in the ryots own puttah, or in that of a friend if he had not sufficient land; this has been done of late years in North Arcot.

× Note. The recognized Village servants are the following
1 Munegar
2 Karnum
3 Vettiyan
4 Neerganti
5 and the Shroff where existing by custom

13. Six months ago × the Board were told to include a provision for commuting the fees into money, in the revenue code; but that code, though there is but little to do to it, is much delayed, brings fire terribly with the Board.

× April 5th/60 No 539.

14. Mr Pelly has drawn up statements of the duties of the

The course to be pursued is mentioned in Pro of Govt 15th 1860 Pg —

various village servants.
They seem to be carefully drawn;
but I do not see much need
of them. The servants duties are
well known in practice, and
there may be local variations
of practice in particular places
not in agreement with those
rules, and which might give
rise to difficulties if these
rules were made the standard.

(27) Memo
On Village Officers
and their emoluments

Pl. Collr. No 26 C 13th Nov.

R. D.]

No 2301.

Proceedings of the Madras Government
Under date date the 4th ~~November~~ December 1860.

Read the following papers.

From C. Selby Esqre Member of the Board of Revenue.

Submitting for the approval of Government a Scale of remuneration for Village Officers with memo: of duties to be performed by them.

(Here enter 13th September 1860 No. 504)

Minute by the Honble Mr E. Maltby.

(Here enter 18th October 1860.)

Minute by the Honble the President.

(Here enter)

Read

No 1 In her letter recorded above Mr Selby submits his proposition for the revision of Village Establishments and their emoluments. The first discusses a scheme put forward by Runga-charlu, one of the Special Assts to the Inam Commissioners, for "reviving" the village Municipal institutions, but which in fact is a new scheme altogether.

Mr

Mr Kelly's conclusions on the scheme as given in paras 4 to 8 appear to the Government to be quite sound, and it is only to be regretted that he gave so much time to the consideration of speculations, which, however clever, are emi=nently unpractical.

2 The rates of remunera=tion proposed, for the Village officers would entail a heavy charge for the mere collection. In villages of the lowest class the minimum charge for Moni=gar and Curnum together amounts to 60 Rupees, or 20 per=cent of their revenue, while the maximum is 40 per cent. In the smaller Villages of the class these high rates of charge are much increased. In the larger classes of Villages these propor=tions are much diminished, but even in the largest, the pay of the two Servants named is to be absorbed four per cent as the minimum and nearly Eight per

Appendix A to Mr Kelly's letter

Revenue ——— Rs 300

Minimum Salary.
To Monigars ——— 24
To Kurnums ——— 36 Rs 60

Maximum.
To Monigars ——— 60
To Kurnums ——— 60 120

Revenue ——— Rs 9,000

Minimum Salary
To Monigars ——— 114
To Kurnums ——— 210 324

Maximum
To Monigars ——— 350
To Kurnums ——— 350 700

per cent as the maximum. It is probable indeed that the maxi=mum rate of emolument will rarely be found except in the ceded Districts; and Mr Kelly has fixed it high to avoid ex=tensive confiscations. It is seen also from para 10 that Mr Kelly does not propose that even the minimum rate for the Monigar shall be made use in all cases.

3 A main point in the scheme approved by Govern=ment in their Proceedings of the 3d September 1859 for the reform of the village establishments was to diminish the number of office bearers to that which is really necessary, and not to have more than one Monigar and one Curnum in a Village. This will greatly economize the emoluments, which are now often divided among several coordinate office bearers. Another part of the plan and with the same object was to bring back to the nomi=nated and registered office bearer,

:: 3d September 1859 No 1187.

hearer, all alienated portions of the Inam, so far as might be necessary to make up the requis= =ed emolument. A third fea= =ture in the plan now to unite two or more villages together where very small.

4 A scale of emolu= =ments is necessary to enable the Inam Commissioner to deal with the village Service Inams. All that he has been able as yet to do has been simply to record the extent, va= =lue and enjoyment of the Inams. This defect was not of so much importance in the northern Circars, where the Village Service Inams are comparatively few, but now that the Commission is at work in the ceded Districts, it is necessary that he should be furnished with the means of deciding as well as of merely recording.

5 As that part of the country is well known to Mr Pelly, he having been for many years Collector of Bellary, the Governor in Council is willing to permit the adoption in the two Districts of Bellary and Cuddapah of the maximum part of the scale of remuneration now proposed; but they are not prepared to en= =gage to make up smaller emolu= =ments to the minimum scale. The remuneration of the village servants in the Southern parts of the Presidency are much lower than in the ceded Districts; and Mr Pelly's scheme, if adopted entire in all districts, would cause a great drain on the finances of the State. The Govt consider it to be necessary, therefore, that his scale should be carefully reconsidered and rates of remuneration fixed for single Districts, or for groups of Districts after full consul= =tation with the local authori= =ties and the Board of Revenue.

The

Kurnool?

yes W M

Nota - The adoption of the maximum scale only will cause no serious pecuniary

6 The view taken by Mr. Kelly of the monigars remmeration also needs some alterations although in the ceded Districts, they may howe been on a level with the cummums as respects salary, it is not so elsewhere, nor would it be financially possible to introduce this principle generally. The office of village monigar is prized not only for the emolument, but also for the social status and influence which it gives. This feeling should be turned to account and the means at the disposal of Govt should be employed, primarily to give adequate remmeration to the more directly working classes of Village servants such as the cummums and Vettiers. It is of course proper to give respectable allowance to the Heads of Villages also, but these officers must not be regarded as ordinary Revenue Servants.

With

7 With respect to the cummum salaries also Mr. Kelly's scale is considerably beyond the means at the disposal of Government. Without accurate data and the opinions of the Collectors and the Board of Revenue before them, the Government apprehend that serious embarrassment and disappointments would ensue if they declared their assent to the minimum rates of remmeration proposed by Mr. Kelly -

8 The course proposed as respects vettiers and Virgoutis needs some

Both these have varied somewhat from the rates of the members of Govt - but Mr. Kelly's not

some further observations.
For the rates and Viz:
Gountis Mr Kelly proposes
2½ and 2 Rupees respectively
as the rates of emolument.
It does not appear how he
proposes to treat them, or
whether to bring all to
these rates, or to take as
them as maximum
or as minimum
rates. The Government
will only say therefore
that although proper as
minimum rates, they
consider them too low to be
taken as the general
standard, and, much
more, too low to be fixed
as the maximum.
9 As regards grain fees it
is not possible to deal with

seem too low for a general
standard to which higher
existing emoluments should
be cut down. As to the
other duty too, the
Govt. offered a re-
-tainer of 4 Rs
a month to the Mirgadis
of the District Court;
& the same rate. I
the best of my recol-
-lection was offered
last year for those of
the Jamboolatore Chan-
-nels.

the subject on any gene-
-ral and uniform princi-
-ple. They must be consider
-ed District by District
either now after a local en-
-quiry, or hereafter during
the Revn. Survey. Where
they have disappeared alto-
-gether they should not
be revived; but in such
cases the new Survey assess-
-ment will be higher,
because there will be no
deduction for fees prior
to the division of the crop
between the Govt. and
the Ryot. Where

10.- Where however grain fees do exist they will be put into an intelligible and uniform shape as the Revn. Survey proceeds. The uniformity which is here alluded to is between village and village, and not between District and District. Having been thus settled, the grain fees should be commuted into a money payment and collected with the land Revenue, the amount being disbursed by the Collr. periodically to the village Servants. This is the practice in South Canara and in a recent order* the Govt. expressed the opinion that hereafter it should be generally adopted.

* Pro. Govt. 15 Oct. 1860 No. 233, p 9

11.- In proceedings dated 5th April 1860, the Board of Revn. were requested to embody in the new Revn. Code a provision for commuting the grain fees into money. The Code however has not been again laid before Govt. though

Pro 5th Apl. 1860 No. 539

though but little remains to be done to it at the time of the order just quoted.

The Govt. are anxious that no more delay should occur, and they resolve to call the Board's attention to the subject.—

12.— On the whole, the orders which the Govt. now pass on Mr. Kelly's scheme are as follow— They accept his scale of maximum rates for the Mowgars and Communs as respects the Ceded Districts; but not the

the minimum rates — when emoluments do not reach the maximum rates they will remain as at present. In dealing with the fees Mr. Kelly and Mr. Taylor will be guided by paras 11 and 12 of the order of Feb. 15/60 above referred to.—

13.— Mr. Kelly appends to his Report a Memo of the duties of the various classes of village servants. It is carefully drawn up, but the Govt. do not see much need of such

such rules. The duties of these servants are well known in practice, and there may be local variations in particular places not in agreement with the rules which might give rise to difficulties if these rules were made the standard

14 Copies to C. Pelly Esq.re Dirs P.S
12 " Board of Revenue
4 " Inam Commissioner
4 " Judicial Department
13 " Director of Rev: Settlement
7 " Supt.s of Revenue Survey
3 " Settlement & Inam Bs
Chief Cler Auditor

Commercial
England 12 Decr
No 138.

Pro. 9 Sept 59 No 7410

502-79

4-9-15

12-3-94

8/8/00

12/6/13

17-5-17

26-9-19

Revision of Village Establishments and their emplacements.

Revenue 1860 Dept.
Pro: of Govt. for December.

No 2301.

Pro: of the Madras Govt.
Dd 4 December 1860.

From the Dy Sec Govt Dd 4 Decr/60
No 2996 number

Letter from Mr Pelly Dd 8 Decr/60
No 2389 - in pro: 22 December No 673.

From Pelly Esqr Dd 20 Novr/60 No 977.
(Village Servants for Madras Distt).

Passing orders on Mr Pelly's proposition for the revision of Village establishments and their emoluments.

No 30 to 33.

C 13 6 Nov 1861