M.R.O. 14—10,000—21-4-22

# MADRAS RECORD OFFICE.

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## Government of Madras.

Revenue **DEPARTMENT.**

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| G.O. No. 1688 | Press ~~Mis.~~ |
| 602 603 | |
| Dated 8. 8. | 1862. |

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

## *Proceedings of the Madras Government, Revenue Department, 8th August* 1862.

No. 102. Read the following Proceedings of the Madras Government in the Judicial Department, dated 1st July 1862, No. 1,029:—

Read the following Despatch from the Right Honorable Sir C. WOOD, Bart., Secretary of State for India; to His Excellency the Honorable the Governor in Council, Fort Saint George, dated London, 15th May 1862, No. 11.

SIR,

1. Your letter dated 12th March (No. 3) 1862, reporting the introduction of Municipal Administration into the chief Towns within your Presidency, has been considered by me in Council.

2. I regret that every attempt made to obtain the consent of the people to the introduction of the Municipal Act (XXVI of 1850) has ended in failure, and under the circumstances, approve of the manner in which you propose, in the concluding paragraph of your letter, to deal with the subject.

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Communicated to the Board of Revenue, in reference to Proceedings 19th February last, No. 268, paragraph 8.

(True Extract.)

(Signed) A. J. ARBUTHNOT,
*Acting Chief Secretary.*

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Read the following papers:—

From R. A. DALYELL, Esq., Sub-Secretary to the Board of Revenue, to J. D. SIM, Esq., Secretary to Government, Revenue Department, dated Chepauk, 14th September 1861, No. 5,007.

SIR,

Judicial Department.
No. 675, dated 31st May, in Cons., 2nd June 1860, No. 2,607.
No. 589, dated 3rd, in Cons., 4th May 1861, No. 2,767.
No. 1,020, „ 14th, „ 15th Aug. „ „ 5,159.

1. With reference to the Orders of Government noted in the margin, calling for a Return and Report upon the Municipal Associations which exist in the several Districts of this Presidency, and of the working of Act XXVI of 1850, I am directed by the Board of Revenue to submit the accompanying Precis of the Reports received from the several Collectors on the subject, from which it appears that the endeavours which have been made to obtain the consent of the people to the introduction of the Act have signally failed, and that the liberal offer of Government to contribute, in every case in which a Municipality is organized, an amount equal to the funds subscribed by such a body, has had no effect towards inducing communities to come forward and agree to the establishment of Municipal Institutions. The chief opposition no doubt arises from the fact that Municipal arrangements involve the imposition of a tax from which there is afterwards no escape. Vizagapatam and Salem have alone as yet qualified themselves for the Government grant; a movement has also taken place in Purlah Kimedy, but as that place belongs to the Zamíndár of the Estate of that name, it has been considered ineligible for the grant from Government.

Precis, paragraph 3.
Government Order, Revenue Department, No. 813, dated 20th June 1859.

Precis, paragraphs 6, 7 and 9.

2. The subject of Municipal Associations has been noticed in almost every General Administration Report of this Presidency as well as in those of the Board, and the causes of the determined unwillingness of the people to the introduction of the Act whenever an attempt has been made to apply it was specially alluded to by the Board in their letter to Government,

No. 850, dated 11th April 1855, on the subject of a proposed modification of that enactment, making it lawful to apply its provisions without previously obtaining the consent of the majority of the inhabitants which is at present essential. The experience of the six years which have since elapsed has only confirmed the Board in the opinion then expressed that it is almost hopeless to expect the Act to be introduced so long as its application depends on the voluntary consent of the people.

3. The Board apprehend that at the present moment there are stronger feelings of mistrust, and a greater disinclination to any kind of voluntary taxation than existed a few years ago, and they do not believe that the influence of local Officers, however widely and judiciously exercised, is likely to convince the people of the advantage to be derived from Municipal Associations, and to induce them to submit cheerfully to the taxation necessary for carrying them out, even if the payers were permitted to lay out the funds on different objects than those to which Act XXVI of 1850 as it now stands restricts them. Much caution and discretion would undoubtedly be needed in carrying into operation an Act authorizing the institution of Municipalities without first obtaining the consent of the chief part of the community, but unless this consent is dispensed with, the Board see every reason to believe that the country will never be brought to any great extent under such arrangements. It would doubtless be difficult to carry on an efficient system of Municipal operations without the co-operation of the influential members of the Native Society, but even this may, the Board conceive, be overcome by careful and judicious arrangements in the formation of Committees appointed for the purpose, and presided over by Government officials.

4. The remarks of the Government of India regarding the small account to which the personal influence of their local officers appears to have been turned in furtherance of the object in view can hardly be said to apply to this Presidency, where it will be observed that in most Districts great exertions have been made by the local officers to awaken the people to a sense of the benefits to be obtained from Municipal Associations.

Precis, paragraph 9.

5. The Returns for the towns of Bimlipatam and Vizianagram, at which Associations are reported to have been recently formed, have been called for, and will be submitted to Government when received.

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PRECIS of the replies of the several Collectors to the Board's Proceedings, No. 2,730, dated 8th June 1860, circulating Government Order, in Judicial Department, No. 675, dated 31st May 1860, communicating for the report of the Board of Revenue, a Despatch from the Secretary of State, calling for a return of the Municipal Associations existing in the Districts under the Madras Government—*vide* also Government Orders, Judicial Department, Nos. 589 and 1,020, dated respectively 3rd May and 14th August 1861.

Nellore, No. 86, dated 19th, in Cons, 21st June 1860, No. 2,977.
Kurnool, No. 87, dated 20th, in Cons., 26th June 1860, No. 3,086.
South Arcot, No. 90, dated 22nd, in Cons., 27th June 1860, No. 3,124.
Trichinopoly, No. 78, dated 20th, in Cons., 25th June 1860, No. 3,061.
North Canara, No. 88, dated 21st, in Cons., 28th June 1860, No. 3,141.

1. The Collectors of the five Districts noted in the margin, merely state that there are no Municipal Associations in their Districts, but the Board are aware that an attempt was made at the end of 1859 to induce the people of Cuddalore to form one, and that, though several subscriptions were promised, the feeling of the general public was found to be decidedly averse to the proposal.

Tinnevelly, No. 246, dated 30th June, in Cons., 6th July 1860, No. 3,275.
South Canara, No. 99, dated 30th June, in Cons., 7th July 1860, No. 3,293.
Malabar, No. 122, dated 20th, in Cons., 25th June 1860, No. 3,070.

2. Nor are the Districts of Tinnevelly, South Canara, and Malabar more advanced. The views of Government regarding Act XXV of 1850 have been communicated to several of the most influential inhabitants of the principal towns in Tinnevelly, but the advantages proposed are apparently considered not worth purchasing by submitting to the levy of duties or rates. The Collector of South Canara is of opinion that any attempt to introduce voluntary taxation for Municipal purposes would fail in that District, and would be in favor of its compulsory imposition. The Collector of Malabar states that caste prejudices interpose many difficulties in the way of voluntary association; that the people generally are indifferent to the utter want of cleanliness so general in most native towns; and that Municipal Administration could never be introduced into his District unless it were compulsory.

Godavery, No. 91, dated 3rd, in Cons., 9th July 1860, No. 3,332.
Kistna, No. 131, dated 28th June, in Cons., 3rd July 1860, No. 3,211.
Cuddapah, No. 69, dated 18th, in Cons., 22nd June 1860, No. 3,001.
Tanjore, No. 186, dated 23rd, in Cons., 27th June 1860, No. 3,123.
Coimbatore, No. 102, dated 19th, in Cons., 23rd July 1860, No. 3,587.
Madras, No. 278, dated 26th, in Cons., 27th July 1860, No. 3,665.

3. In the six Districts marginally specified several attempts are stated to have been made to introduce the system, but without success. At Cocanada and Rajahmundry meetings and discussions are reported to have taken place, but nothing definite has yet been determined upon. Two meetings were held at Masulipatam in July and November 1859, but at the second it was discovered that more than two-thirds of those present were averse to the introduction of the Municipal system, and it was merely determined to raise a subscription for securing a supply of fresh water, which scheme however failed for want of encouragement and support from the inhabitants. In the town of Cuddapah a similar attempt to introduce sanatory improvements proved abortive notwithstanding the co-operation of the energetic Native Surgeon attached to the place, who utterly failed in enlisting the sympathies of the influential classes of his countrymen, which is ascribed to their natural apathy and distaste to any thing like a self-imposed tax. No hopes are entertained that any voluntary movement of the sort is likely to be made until improved education has dissipated the present ignorance which is now shared alike by all classes. No better success attended the efforts of the European Officers in the Districts of Coimbatore and Tanjore to introduce the system in the towns of Coimbatore and Combaconum, and Mr. Cadell is of opinion that as a body the Natives are incapable of appreciating its advantages. It was proposed that in the event of the inhabitants of the town of Conjeveram in the Madras (late Chingleput) District agreeing to the introduction of the Act in their town, the interest accruing from certain surplus Pagoda funds which aggregated about 23,500 Rupees should be added to the collections made under the system, and the whole amount expended on sanatory improvements, but the attempt to excite the interest of the people in the matter signally failed, and Government at last ordered the whole sum to be invested in the 5 per cent. Loan (*vide* Extract Minutes of Consultation, No. 937, dated 8th July 1858), and to be credited to the head of Local Funds.

North Arcot, No. 152, dated 28th June, in Cons., 2nd July 1860, No. 2,730... Rupees 2,000 0 0
Bellary, No. 134, dated 23rd, in Cons., 26th July 1860, No. 3,646..... .... " 120 0 0
Madura, No. 133, dated 29th June, in Cons, 3rd July 1860, No. 3,213... .... " 818 9 0

4. In the Districts of North Arcot, Bellary, and Madura, various sums as shown in the margin have been collected by voluntary subscriptions for specific purposes, but no system is in force; and an attempt in 1854 to introduce Act XXVI of 1850 in the populous town and suburbs of Vellore, met with a demonstration of so hostile and determined a character that the Collector deemed it prudent at once to suspend all further action, and eventually to cancel the Proclamation introducing the Act. Every publicity is stated to have been given to the Government Order, Revenue Department, No. 813, dated 20th June 1859, authorizing by way of encouragement the contribution from the Local Funds of a sum equal to what may be subscribed locally and voluntarily by the people of any town, and the influence of the European Officers of the District has also been exerted in the cause, but without effect. The town of Tripatti being a place of some importance from its size and religious character, the Collector recently started a subscription list there, headed by a donation of 2,000 Rupees from the Trustee of the great temple, but beyond a little temporary excitement nothing has resulted from the attempt, and Mr. Robinson is of opinion that, with the late increase of taxation, it is hopeless to expect any thing like a voluntary acceptance of the Act for some time to come.

5. The 120 Rupees subscribed in Bellary (*vide* margin above) was paid by the merchants at Hindupur for keeping the bazar of the Kasba station in good order, but this is not a collection under the Municipal system, nor is that (Rupees 818-9) subscribed in Madura in the town of which name, however, a Committee consisting of Natives of the town operating in different wards of the town with Mr. Hayes, the Deputy Collector, as President, was formed on the 18th October 1859, for the purpose of raising 6,000 Rupees for correcting the level of the street drains, and of which sum the above realized amount forms a part.

6. The Collectors of the remaining* three Districts forward returns in the form prescribed by the Secretary of State, which are embodied in the following Statement:—

* Salem, No.— dated 18th, in Cons., 19th July 1860, No. 3,523.
Ganjam, " 177 " 17th, " 17th " " " 3,473.
Vizagapatam, No. 618, dated 26th June, in Cons., 3rd July 1860, No. 3,214.

| District. | Town. | Date of introduction of Municipal Government. | Act under which Municipal Government was introduced. | Annual amount of funds raised. | Commission, how composed, showing number of Europeans and Natives. | Whether by house assessment, town duties or other means. | Remarks showing in general terms improvements effected in the towns brought under Municipal Government. |
|---|---|---|---|---|---|---|---|
| | | | | Rs. A. P. | GENERAL COMMITTEE | | |
| Salem ... ..... | Salem ..... ... | 1857 February 27th | Certain principal inhabitants have united to collect voluntary subscriptions. The system was not introduced under any Act. | 1,000 0 0 Inclusive of the moiety granted by Government. | 8 Europeans. 4 East Indians. 20 Natives. SUB-COMMITTEE. 4 Europeans. 2 East Indians. 10 Natives. | House rates (voluntarily paid), and contributions with an annual grant of an equal amount from the interest of the surplus Davastanam funds. | The Association undertakes the following duties—to clean the streets and the open drains, employing scavengers' carts for this purpose; to provide public conveniences, to give numbers to the houses, and names to the streets; to light the streets; to prosecute persons obstructing public thoroughfares, or committing any public nuisance; and lastly, to look after public halting places for carts, &c. The Association has carried out these objects as far as the funds would allow, and have effected some improvements by removing certain topes' gardens and old walls, which from their situation within the town were supposed to have an injurious effect on the general health. For cleansing the streets and opening a few drains. The experiment is progressing, but too short a time has elapsed to say whether it is successful. |
| Ganjam ... .... | Purla Kimedy. | 1860 February 1st | Act XXVI of 1850. | 660 0 0 Inclusive of a monthly grant of 30 Rupees sanctioned by the Court of Wards and of 5 Rupees per mensem subscribed by the Zamíndár. | 7 Natives. 1 European. | Monthly subscriptions collected from house owners, the poorer class excepted. | |
| Vizagapatam.. | Vizagapatam.. | 1858 | Voluntary... ... | 9,000 0 0 | 2 Europeans. 4 East Indians. 4 Natives. | House, ferry and market taxes. | Draining the town, repairing the old streets and laying out new ones, building public necessaries for the use of the inhabitants and entertaining scavengers to keep the town clean. |



7. On the application of the Salem Association for Government aid, the Government desired that a Committee should assemble at Salem, to report not only on the sanatory requirements of the town, but on the mode in which the assistance of Government could be afforded most beneficially, and in such manner as, while it effected the greatest amount of immediate improvement, would carry with it the co-operation of the people, and on the receipt of the required report directed that certain surplus Pagoda funds, amounting to Rupees 43,000, should be invested in the 5 per Cent. Loan, and that from the interest thus accruing a sum should be placed yearly at the disposal of the Association for cleansing the town, equal to the amount which might be raised by local subscriptions. Estimates were also called for of the cost of certain improvements proposed by the Association to be effected in the town, which were submitted to Government by the Board, and have been since returned to the Association for re-consideration as no mention was made of the funds expected to be realized from the people themselves and which information was necessary to bring the proposals more in accordance with the principle enunciated by Government, viz., that of devoting the funds in question to supplement and not to supersede local subscriptions. The desire of Government to introduce Act XXVI of 1850 into this town has been urged in vain upon the inhabitants on the ground that their object of improving the place would thus be better secured, notwithstanding the exertions of Mr. Fisher who is stated to possess great local influence. A few of the more enlightened Natives and all the Europeans and East Indians would accept the Act willingly, but not so the various classes who make up the great majority.

Extract Minutes of Cons., No. 493, dated 10th May 1856.

Government Order, No. 1,675, dated 27th November 1858.

Board's Proceedings, No. 5,380, dated 23rd December 1859.
Government Order, No 107, dated 21st January 1860.

8. In addition the Sanatory Association in the Zamíndári town of Purlah Kimedy entered in the above statement incorrectly as established under Act XXVI of 1850, a municipal scheme was introduced by the Collector at Berhampore, which failed after a few months, in consequence of the cessation of the voluntary subscriptions.

9. The Association in the town of Vizagapatam was specially noticed in the Board's Administration Reports for 1858-59, paragraph 61 *et seq.*, and 1860-61, paragraph 35, to the effect that it had met with considerable success, and had become popular on experience of its advantages, that a present permanent income of Rupees 250 per mensem may be relied on while its funded capital had reached Rupees 2,500; that M. R. Gujapati Rao, a public spirited Hindu gentleman residing in the town, had promised a further donation of Rupees 5,000 in aid of any purpose beyond the present resources when required, and that stimulated by the example of this Association the inhabitants of Bimilipatam had established one in that town, and His Highness the Rajah of Vizianagram had followed their example in the town of Vizianagram, of both which however no returns in the prescribed form have been as yet received.

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Proceedings of the Board of Revenue, dated 12th November 1861, No. 6,215.

From E. B. THOMAS, Esq., Collector of Coimbatore; to W. HUDLESTON, Esq., Secretary to the Board of Revenue, dated Chepauk, 24th October 1861, No. 223.

SIR,

1. With reference to paragraphs 3 and 4 of Board's letter to Government, No. 5,007, and to a petition enclosed, presented to me (I need hardly say without any previous intimation), in consequence of a late meeting at Ootacamund with a view to a municipality, I would beg leave to observe, that I think a municipality would still be practicable on the Hills, even with the concurrence of the native community, *provided* (as is but just and advisable) *they* are fairly and fully represented, by a few of their own order (say, one of each caste and profession), and not by a few Europeans only, some of whom would have little sympathy with the Native community, on whom the existence, supplies, and comfort of the station nevertheless really depends.

2. I have always advocated a municipality in place of the efforts of the Collector or other local officer. In proof, however, that the Native community are *willing* to the extent of their means to contribute help to some public objects, it is but fair to mention that these petitioners, now appealing against a municipality, *have* for some years, given voluntarily to some local improvements, viz. the only scavenger tax and expenditure in Ootacamund (without any aid from Government), about 70 Rupees per mensem, is contributed for the last 30 years by the Ootacamund Bazar people; paying two carts with 2 pairs bullocks, and nine scavengers, to clean daily the Bazar streets and the market place; for this object Government have never been called upon, though so many Europeans depend on the same Bazar and its streets, for shops, artizans and daily supplies. The Natives also paid for, at my request, two drinking fountains, (about 40 Rupees each), which I built six years ago, in use ever since; they also helped to make a small tank near the market, and have lately offered to pay half the cost of their new Pykhanas. The small Bazar at Coonoor also furnishes daily scavengers for its own wants.

3. I would only mainly observe, that where a municipality is determined on by Government if the co-operation of the Native community is desired, they may I think be induced if fairly represented by their own classes; or by Europeans whom they know and have confidence in; their representatives, whether Native or European, being chosen by suffrage.

Enclosure No. 1.—Petition.

Ordered to be submitted for the information of Government.

(A true Copy and Extract.)

(Signed) W. HUDLESTON, *Secretary.*

*To J. D. SiM, Esq., Secretary to Government, R. D., with a Petition.*

ORDER THEREON, 19th February 1862, No. 268.

In these papers the Board of Revenue furnish Government with the information called for respecting the Municipal Associations now existing in the various Districts of this Presidency, and the working of Act XXVI of 1850.

2. The Government regret to observe that every instance, in which an attempt has been made to obtain the consent of the people to the introduction of the Act, has resulted in failure, and that the communities of the chief towns have evinced no desire to avail themselves of the Government offer to contribute an amount equal to that collected by each Municipality that might be organized.

3. In the 6 Districts mentioned in the margin endeavours were made to introduce the proposed system but without success. In the Districts of Bellary, North Arcot, and Madura, various sums of money were collected for certain specific purposes but no definite system is observed in expending the money. In the town of Vellore, where an attempt to introduce the Act was made, a demonstration of so serious a nature took place that it was found advisable to abstain from the proposed measure, and the matter was allowed to fall to the ground.

1 Godavery.
2 Kistna,
3 Cuddapah.
4 Tanjore.
5 Coimbatore.
6 Madras.

4. Municipal Associations, although not organized under Act XXVI 1850, have been established, it appears, in the towns of Salem, Purla Kimedy, and Vizagapatam, and in the last named town the Association is stated to be working successfully, and to be thoroughly appreciated by the community. In Berhampore where the Collector succeeded in establishing an Association the subscriptions were gradually discontinued, and after a few months the system had to be given up.

5. The Government are satisfied that this failure is in no way to be ascribed to the want of interest on the part of their Officers in the Provinces, but that it has been occasioned by the

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*8th August* 1862.

general apathy of the Native character, and the extreme dislike that exists in this country to any self-imposed taxation.

6. The Government concur in the opinion expressed in the concluding portion of the 2nd paragraph of the Board's letter, and think that the complete failure of the attempts hitherto made shows clearly that it is useless to look for the voluntary consent of the people to the introduction of the Act, so long as the matter is entirely optional with them.

7. They consider however that the present is by no means the time in which it would be advisable to attempt to enforce the Act in an altered form.

8. The subject will therefore, for the present, remain in abeyance, but the various District Officers will be instructed to keep the matter before the minds of the inhabitants of their respective jurisdictions as opportunities arise, and at a more favorable time Government will be prepared to consider what other steps should be taken to carry out the suggestion of the Board in paragraph 3 of their letter now under consideration.

9. These papers will be forwarded to the Secretary of State in reference to his Despatch under date 30th April 1860, Judicial Department, No. 13, and to the Government of India in reference to their Proceedings of the 10th April 1861, No. 733.

(Signed) T. PYCROFT,
*Chief Secretary.*

No. 103. ORDER THEREON, 8th August 1862, No. 1,688.

Ordered to be recorded.

(Signed) T. PYCROFT,
*Chief Secretary.*

Revenue 1862 Dept.
Proc: of Govt. Aug.
Nos. 1893.

Proceedings of the
Madras Govt. in
the Ind. Dept.

Dated 1st } July
Received 2d } 1862

No. 1029.

Communicating Home Des: reviewing Report of this Govt. on the introduction of Municipal Administration in the chief Towns within this Presidency.

Nos. 102 & 103.

No. 1688

8th August 1862