M.R.O. 1—77,006—8-8-37.

(1) Number of pages 102

(2) Date of repair 12-6-40

(3) Initials of the Referencer

MADRAS RECORD OFFICE.

Government of Madras.

Revenue **DEPARTMENT.**

G.O. No. 1313-1314 Press Mis.

Dated 26-11- 1885.

Not to be folded or roughly handled

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following G.O., dated 13th August 1885, Mis. No. 1196, Financial :—

Read—the following letter from D. BARBOUR, Esq., Secretary to the Government of India, Department of Finance and Commerce, to the Chief Secretary to the Government of Madras, dated Simla, 28th July 1885, No. 2177 :—

I am directed to acknowledge the receipt of your letter No. 779 (Miscellaneous), dated the 20th April, giving cover to the proceedings of His Excellency the Governor in Council of the 25th March, No. 369 (Revenue), regarding the revision of revenue establishments in the Madras Presidency.

2. The proposals now submitted would, if sanctioned, involve an annual increase of expenditure of Rs. 4,14,772, or Rs. 54,800 less than those originally placed before the Government of India in your letter, No. 2588, dated the 10th November 1884. To those proposals as a whole the Governor-General in Council was unable on financial grounds to assent, and the Government of Madras was requested to reconsider the scheme with the view of reducing its cost within such limits as would justify the Government of India in submitting it to the Secretary of State for India in Council. Two subjects were suggested as suitable for reconsideration: first, the possibility of introducing the scheme more gradually than was proposed; and, second, the desirability of improving the efficiency of the village establishments.

3. The Government of Madras have explained in the proceedings above quoted how far they are able to meet the wishes of the Government of India on these two points, and His Excellency in Council is pleased to approve of the scheme now brought forward if, in connection with the latter of the two subjects, further information can be supplied in regard to one point to which the Government of India attaches great importance, and which it would wish fully considered before it can accord its complete approval of the proposed expenditure. The point is that the scheme does not provide with sufficient distinctness for raising the karnam staff to an educational level which will ensure their being eventually competent to conduct, under the supervision of the revenue inspectors, the annual or periodical surveys of their villages. It is inferred that the employment of a special survey agency might always be required for the correction of village maps. But the policy of requiring the ordinary work of field plotting and of filling in the skeleton or traverse blocks of a professional survey to be done by village agency is one which has been accepted throughout the greater part of India, and has been specially held in view by His Excellency the Governor-General in Council in the organization of Agricultural Departments, which were intended to secure, through the agency of the village officials and their supervisors, the results hitherto obtained by special survey and settlement establishments. In advocating the adoption of this course, the Government of India has at no time had the intention of advising that survey of extensive areas hitherto unsurveyed should be undertaken by, or imposed on, the village staff. It has only contemplated that the local officials should be made competent to survey and prepare the record of annual extensions of cultivated areas, or of alterations in the disposition of fields and minor topographical features within the village boundaries.

4. So far as can be ascertained from the papers before the Government of India, there is reason to believe that the karnams are in this respect inefficient, that they are as a rule unable to conduct even the simplest operations of field survey, and that if the hereditary principle is maintained, without reference to educational qualifications, there is little hope of their becoming uniformly competent to perform such work. But the question does not seem to have met with full consideration, whether the present inability of the karnams to survey need prevent the introduction of a scheme under

which the revisions of village maps should be ultimately undertaken by the village staff under the supervision of revenue inspectors. The Government of India admits that it may take some few years to effect the necessary reform and education of the karnam staff, and to secure the elimination of incompetent members of hereditary families who may prove unable to acquire the simple knowledge of survey necessary for field plotting, and it would therefore offer no objection on financial grounds to the introduction during such period of the scheme in the form in which it has been sketched in your letter of the 20th April. But His Excellency the Governor-General in Council feels it necessary to point out that if the eventual efficiency of the village officers in respect to survey be not made an essential part of the scheme, the Government of India will be placed in the position of having accorded sanction to expenditure both on an Agricultural Department and on improved village establishments without, at the same time, having secured the future elimination of special survey operations, to effect which has been one of its main objects in promoting both the establishment of Agricultural Departments and the improvement of the subordinate village staff throughout India.

5. In asking for an assurance that the eventual competence of village officials to perform the ordinary operations of a village survey will be made an essential feature of the proposed reforms, the Government of India presumes that it is needless to touch upon the question of the ability of revenue inspectors to supervise survey operations. It is observed that these officers will be required to pass an examination in elementary survey, which, it is presumed, will ensure their competence to superintend the village officers, and will at the same time necessitate the gradual introduction of the scheme, if, as is understood, increase of salary will only be given to those who have not failed to pass the proposed tests.

6. I am to state, in conclusion, that in all other respects the scheme set forth in the order of the Madras Government, No. 369, dated 25th March 1885, meets with the full concurrence of the Government of India.

No. .

Copy, with copy of the letter noted in the margin, forwarded to the Revenue and Agricultural Department for information, in continuation of No. 129, dated the 10th January 1885.

No. 779, dated 20th April 1885, and enclosure.

(By Order.)

(Signed) F. J. FINLAY,
Offg. Under-Secy. to the Govt. of India.

Order—dated 13th August 1885, Mis. No. 1196, Financial.

Communicated to the Revenue Department.

(True Extract.)

(Signed) M. HAMMICK,
Acting Under Secretary.

To the Revenue Department.
,, the Accountant-General.

Order—dated 26th November 1885, No. 1313, Revenue.

Miscellaneous.

In the letter read in the proceedings quoted above, the Government of India has approved, generally, of the revised scheme for the reorganization of the subordinate revenue establishments of this presidency, submitted in the letter of this Government, No. 779, dated 20th April last, but has stated that, before it can accord its complete approval of the proposed expenditure, further information should be supplied on the question of raising the karnam staff to an educational level, which will ensure their being eventually competent to conduct, under the supervision of the revenue inspectors, the annual or periodical surveys of their villages.

2. Although the question of the efficiency of the karnam staff, which is a purely *village* organization, does not appear to this Government to have any bearing upon that of the insufficiency or otherwise of the higher and altogether separate staff necessary for the proper working of district and taluk offices, they are most desirous, in every possible way that circumstances and the difference which, apparently, exists between the constitution of village establishments in Northern and Southern India, will permit, to forward the wishes of the Government of India touching improvement in the education of karnams.

3. The hereditary principle, as regards succession to village offices, is, it is to be remembered, one which has existed in almost every part of the presidency from remote times and is therefore an institution which cannot be overlooked. Government, however, not without foreseeing considerable difficulties, are prepared to announce that, after a period, say, of three or four years from this time, no karnam shall be appointed to office who has not passed such educational test, including surveying, as the Government may consider sufficient, preference being given, in the case of candidates possessing the necessary qualifications, to the individual who has a proved hereditary claim to the office. The standard to be fixed must, at first, necessarily be somewhat lower than that which the Government of India would seem to consider requisite, but it is hoped that this may eventually be reached, although the small salaries which village officers receive, and which, in the case of karnams, vary from Rs. 5 to Rs. 20 per mensem, and of an increase in which there is little or no prospect will probably be but a small incentive, even to the hereditary class, to undergo the cost and trouble of the necessary education, and will be none to outsiders.

4. With reference to the special education of revenue inspectors, who form no part of the *village* establishment, Government have already ruled that, after the 1st April 1888, no person who shall not have passed the survey test fixed by them shall be eligible for appointment as a revenue inspector, or for promotion to the new rates of pay or to a higher grade. This, Government trust, will sufficiently meet the views of the Government of India on that point.

5. Ordered that the Government of India be addressed.

(True Extract.)

Ag. Secretary to Government.

To the Board of Revenue.
,, the Director of Revenue Settlement and Agriculture.
,, the Superintendent, Revenue Survey.
,, the Financial Department.
,, the Educational Department.

Exd. W. H. French.

120 Copies.

Govt. of {1885} Madras

REVENUE.

Issued

Recd. *Encl.*

G.O., 26th November 1885, No. 1313.

NOVEMBER.

Education of Karnams.

Passing orders on letter from the Government of India regarding — in this presidency.

REVENUE DEPARTMENT.

LETTER—from

THE ACTING SECRETARY TO THE GOVERNMENT OF FORT ST. GEORGE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF FINANCE AND COMMERCE.

SIR,

With reference to paragraph 3 of your letter, No. 2177, dated 28th July last, I am directed to enclose a copy of the Proceedings of this Government, No. 1313, of this date, and to state that the wishes of the Government of India on the subject of the education of karnams in this presidency will receive careful attention.

Miscellaneous.

2. I am further to express the hope of His Excellency the Governor in Council that, under the assurance given, the approval of the Government of India may be accorded to the scheme for the revision of the revenue establishments now under its consideration, and that it may be forwarded at an early date for the sanction of the Secretary of State for India in Council.

I have the honor to be,
Sir,
Your most obedient servant,

(Signed) J. F. PRICE,
Ag. Secretary to Government.

FORT ST. GEORGE,
26*th November* 1885.

Exd. W. H. French.

30 Copies.

1885.

DEPARTMENT OF FINANCE AND COMMERCE.

From the Government of
Fort St. George.

Issued

Recd. *Encl.*

Letter, 26th November 1885,
No. 1314.

NOVEMBER.

Stating that the wishes of the Government of India regarding the education of karnams in Madras will receive careful attention, and expressing the hope that the approval of that Government may be accorded to the scheme for the revision of the revenue establishments now before it.

Pamphlet
to G. O. of
Fort St. George
26th Nov 1885

FROM CIRCULATION
WITH
REMARKS.

Note for the Undersecretary

To the accompanying draft, I suggest that the usual note ordering the Legation for the Foreign Office may be sent.

F.R. 26-11.

NOTE FOR THE SECRETARY.

These papers, have been waiting
for Mr. Ed. return, they may now
be on their for his orders. They
will have been printed for
long before.

Yrs
[illegible]

NOTE FOR THE SECRETARY.

NOTE FOR THE SECRETARY.

In this letter the
Government of India
state quite a new
Section to the Pro-
posal for revision
of Establishments
submitted for their
sanction.

The question of the
extinction of Gene-
ral Duties was very
recently and carefully
detailed and fully
discussed in the
Correspondence and
Considerations con-
cluded with the
Despatch from this
Office dated 29th
March last, and
the Accountant
General has
since been fully
organized in
all the Presi-

Sagree with all
they have written. India
may be left undisturbed
than an accurate
& valuable record
of Land Holdings in
Bengal in a compact
shape has been rendered
in a great measure
abortive by the Land
Revenue Settlement
being carried on
from time to time
by the Revenue Officers
in detail with each
individual Land Pro-
prietor, the Settlement
Officer being left
to frame his own
Records of Land
Holdings & Rights
in the course of
his Settlement
operations. In
Bombay & the
Punjab the Land
Revenue Settle-
ments have been
carried out on a
different principle
& Records of
Land Holdings
& Rights have
been framed
& are kept up
to date by the
Village Offi-

especially held in
view of the U.S. Dept.
of Agriculture organi-
zation of agricultural
land departments.
It was always
been our object to
secure co-operation
such as can only
exist between institu-
tions with many points
of contact, like the
Bureau of Soils and the
Office of Experiment
Stations, and the
settlement to the
the idea that our
very settlement
operations grew
commenced 27
years ago. The exper-
iment was begun

G.O. 29 July 1885
No 876 Rev

of India have given
much attention
to the question
of the efficiency
of our currency
& consequently
the wish of the
Natives of India
to have
a currency

representations
is considered by
the Government
of India to be
of great
importance
& such a currency
as will meet the
wishes of the
Natives of India
is considered
to be
desirable.

Measures
are under
consideration
for the
introduction
of

G.O. 5th July 1885
No 533 Rev

The qualities of
manufacture the
hereditary guild
does not accord
to some guilds
do with regard.
Their members about
a four standard
of excellence is
to be required, viz.
in the whole work.
Supposing
an admission the
principle ought
to guide both the
same class of leo.
The domestic same
style of work and
requiring the same
supervision.

Para 5 Revd
Letter 28 July 85
No 277.

vide Dy Sec's Circ
G.O. 8th January 85
No 18 Rev.

The executive com-
mittee of village of
Shiraly to enforce
the ordinance relat-
ing to the erection
of buildings within
certain limits of the
municipality, as well
as to enforce the
provisions of the
building code, and
to exercise such
other powers as
may be conferred
upon it by the
hereditary Village
Officers, a charge
should not be in-
troduced enabling
the Collector of Gin

Re last order in
this subject is 650.
6 January 1885
vol. 15 Rec.

Surveys, estimates
measurements
could be made by
them. There nothing
to lead to a decision
that a good water-
factory work could
be done there unless
a pumping power
steam or water
power could be
secured. The
necessary quantity
unnecessary that
existing village
pumps should be replaced in
the attempt to secure
any new & reformed
method suggested.
The general grounds,
& is desirable to

... principle then let it be done but so far, no good reason that I know of has been adduced for altering a system which is part and parcel of Madras village administration.

The Government of India speak as if the sanction we had been asked to give had reference to expenditure on improved village establishments. Certainly village establishments — as we understand the expression — have not been touched by the proposals sent forward for sanction with reference to Mr Garstin's report on the revision of Revenue Establishments. We have revised — and continue to revise our village establishments from time to time without any reference (I believe) to India. If India's present remark refers to Revenue Inspectors who really belong to the Taluk establishments it is merely a misuse of terms.

... para 4 of the current letter

Hereditary Right to
village offices.

In their letter no 217
dated 28th July 1885, the
Govt of India while exp
leaving generally to the
scheme for the revision
of ~~servants~~ subordinate
Revenue Establishments
in Madras, made that approval conditional
on the
Govt ~~great attention~~ was paid
of the qualifications of
Karnams so as to enable
them to conduct and ch
the supervision of revenue
inspectors, the annual or
periodical survey of
their villages in order to
keep their village maps up to date by
filling in the detail on the
scale blocks of the profes-
sional survey depart-
ment. They point out to
Madras reorganization
that the scheme does not
~~distinctly~~ provide for the

They observe that this principle
has been accepted throughout the
greater part of India and that
they had it specially in view
in the organization of Agricultural
Dpts, which were intended to secure
through the agency of the village
officials and their supervisors the
rights hitherto obtained by early
survey and settlement establish-
ments. Her letter being dated the
work over, it was hoped that the
village officials would be able to keep
it up to date

Karnam or curnam = village
accountant in Madras.
Patwári = the same thing
in N.W Provinces.

fold in pencil
edge of report
is pasted in Com.
Mysore with fair view
of the form of Indian-ma
have come to Eng
may be found in
Return on dispt
We can which ~~illegible~~
guiding the Govt
show the difficulties so
already addressed in the Govt

and that, the present staff
wholly inefficient
being incompetent for the
purpose in question, if the
hereditary principle is main-
tained without reference
to educational qualifica-
tions there is little hope
of their becoming conform
competent to perform the
work. They thus suggest
the desirability of abolishing
the hereditary principle as
has been done already
in the N. W. P. & the Punjab
at least of providing adequate for the
efficient education of karnams
The principle of hereditary succes
~~The hereditary principle~~
in village offices is based on ancient
~~is founded on the long~~
custom which prevailed formerly very
~~such as the Code of~~
generally over the whole of India
and has always been recog-
nized
tained by the Madras Pan-
Regulation VI of 1831 but the
declared the enactments of
hereditary village offices
inalienable, & the declara-
tion of or accession
cession to such offices cogni-
zable only by Collector,

Section 7 of the regulations
becomes renders the village
officers liable to suspension
or removal from office for
incapacity neglect of duty
or other just cause by the
order of the Collector subject
in every instance to the
approval of the Board of
Revenue & to the sanction
of Council in
the first instance
all cases in which he may
see fit to interpose.

It has been held that as
a rule male members are
to be preferred to female both
that the nomination of females
who perform the duty by deputy
is not prohibited. the same
remarks applies to minors.

Messrs Pinkett & Pinson
proposed in 1878 to rescind
the Regulation and declare
the village offices no longer
necessary here or any, stating
that
instances might be known
in the case of deceased office
holders when vacancies
have not been filled. This was
suggested in connection with the revi-
sion of village establishments
a process still going on in some districts
quently, which throws out of
employ many superfluous village
officers

difficult
and renders the adjudication
of rival claims to succession
by the heirs of [illegible]
dismissed of the revision.

In this connection the Victoria
made the following remarks

"The revision means simply
the selection of the fittest. It
is not such that matters
of administration should
be fettered by claims
founded on hereditary
right. However, every
person who is entitled may,
if the Regulation is continued
live to establish his title
to the office and to turn
out the man elected,
and appointed by the Collector
under the new scheme. It
is not enough to say that
the Collector need not appoint,
[illegible] he need not, but he
must notwithstanding anti-
cipation and by his omit-
sion on the merits [illegible] and

Gaz. 29. Oct 1870 p 1179.

Gaz. 28. Feb 1879 no 474.

from a formal decree, though it may be only declaratory and give no relief. These united men might with such evidence make a collision a burden to him. The Board and for negatived the proposal that Cattle obtaining (c.a. Reg^n VI 17 1831) did such admit of the proposal and that no necessity for Legislative interference was apparent.

The hereditary right has also been held to attach to particular villages & that they village officers cannot be transferred to such changes as they may be compelled to hold according to qualifications.

In para 10 of his report on the revision of revenue establishments he proposed to repeal Reg VII of 1831 absolutely and to restrict collectors

the right of nomination and
and appointment also
liable to village officers with
~~any appeal to the Board~~
~~of Revenue but~~ subject
to the considerations
(1) that the nominee is a
resident of the village
(2) that he is a member
of the family which
has for many years
held the office.
(3) that he is fit to hold
the office by reason
of ability to read &
write and keep accounts, and
(4) that, in the absence
of any such duly
qualified member
of the fraction the Collr.
should be authorized
appoint any other
qualified resident
of the village
to the office.

Mr Gracie
~~Directors~~, also subsequently
suggested that against
decisions of divisional offi-
cers in such cases appeals

Bill will lie to the Collr
was no further. The Govr while not prepared to go to the length
desired by his Question, thought it very necessary that there should be
some steps as to appointment of Revenue
Govt 24 June 1854 no 787. persons charged as defaulting headmen or
village who could not read and
write or, was otherwise incapaci-
tated, and the Govr

Govt 31 March 1854 no 453

Govt 8 January 1855 no 18

of Revenue were asked to
make provision for a corre-
spondence with their views
in the draft act amending
Reg VI of 1831, the preparation
of which had been directed
undertaken for another purpose, as
directed in 1853 to enable
Collectors to execute their
decisions and to adjudi-
cate on the nature of
the emoluments attached
to hereditary village offices.
A bill drafted by the Board
on these lines has been re-
ceived by Govt and the
opinions of district officers
and of the judges of the High
Courts have been invited.
The opinions of the judges of
the High Courts have been
received & communicated
to the Board of Revenue,
but those of district officers
are still due.

070

to him to obtain.

In this bill, hereditary succession is maintained, persons notorious unfit ~~to benefit from the measure~~ being excluded for their crimes, but not so as to exclude their descendants. Ability to read and write is a necessary qualification for the post of village head, village accountant and no person is to be appointed to a village office.

The question of the measures to be taken in order to keep a survey once completed up to date as cultivation extends or as occupied lands are subdivided by roads & subsequently made or by sale or otherwise has long engaged the attention of Govt and the expediency of

conducting the work of village accountants has been considered more than once. In 1879 it was considered that although village officers might be trusted to subdivide and demarcate land provisionally they could not be trusted to insert fresh detail on the maps nor to replace boundary marks even with the aid of the field books.

No. 9. 9. 1879 no 1840 para 2.

In 1882 the Govt of India suggested the employment of village accountants as field measurers in order to reduce the cost of cadastral surveys. This was considered ~~undesirable~~ undesirable because the village accountants formerly conducted very little office

Sec. 20 February 1850
no 232
Page 5

Sec. 15 August 1883 no 985.

[illegible] and [illegible] and
for the more accurate
[illegible] and
[illegible] and
not obtaining. Also
also recorded that
Karnataka had no time
for the matter in question.

Col. G. C. De Rez to officiating Surveyor General
of India concerned in
this decision, drawing
[illegible]
that the work of the village
accountable
[illegible]
they are now subject to
supervision and
inspection by measures
would be more circuitous
In forwarding this letter
the Govt of India recorded
[illegible] that in future
where survey sketches
are required from village
accountable these duties
are performed under
their supervision and
subject to close scrutiny

Letter 15 Oct 1883

No 449
10-50 S

in Sec 7. 11-83 No 1814 R

no fit subject of this
inquiry

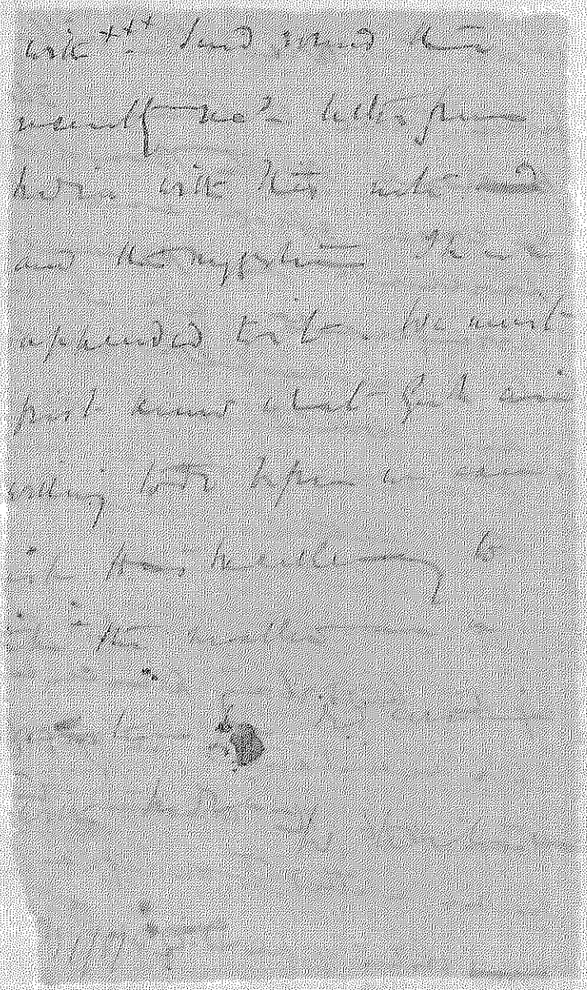
The Government of India
have the honor of acknowledging
the Despatch of the Secretary of State
No 1 (Revenue) general
No 1 (Revenue) in the Department
dated 4th January of the Revenue
Survey, and the
Settlement Reports, and have
given careful consideration to
the suggestions contained in
the Despatch with a view to their
carrying out gradually & where
& where & when
practicable as far as
it may be found practicable
to do so to keep them up to
date with the advance
of the years. The Secretary
of State replied as follows:—
"The first object that
appears to require attention
is the boundaries
of villages and boundaries
and areas of fields
under cultivation at
the time of survey, the original
final map forms a permanent
record which does not require to be
annually corrected. The

the other hand, when the survey was made, large areas of cultivable but uncultivated waste were in many instances demarcated and mapped as such, portions of which are being annually taken up for cultivation, and, as their richness it is essential that the extent taken up by each ryot should be demarcated and the area computed and plotted. Even if the Karnams were capable of performing the mechanical part of this operation they could not be safely trusted to do it without an account of vigilant supervision which the taluk establishment is most capable of affording. In other ways, too, the features of the country are [illegible]

entirely being altered by new roads, railways, canals, and works of irrigation and these alterations should undoubtedly find a place in the village map, but if the latter are to be permanently used as a register the record the corrections must be made by professional agency. It is of course possible as suggested by the first of Sections that in the course of time the education of the villagers may have so far progressed and their character become so altered as to admit of their being employed on these duties, but owing to the hereditary nature of the offices in Madras, this point are considerably

deficiencies in the way
of securing a constant
supply of this class of
men sufficiently trained
for the purpose. The rest
depends on the Guardian system in
the areas worked by the Inspectors
Recently the Govt of India
forwarded a set of papers
relating to the factories
&c which exist in
the N. W. P. and Oudh. The system
of education was considered
by the Board ~~and~~ to
be too low, especially
in the Public Works Dept
and was therefore thought
still considered that
cannot should not be
allowed to alter village
maps and that as Revenue
Inspectors are
few in future to [illegible]
surveying, they might
check all measurements
or surveys carried out by

By the command and
Hereabouts made in French
on the village map any
subdivisions of fields
which require to be noted
when they visit the villages
from time to time. The
purpose of the Board would
of course effect some im-
provement on present
arrangements, but in small
& a mechanical effect
and would only secure
practicable for a limited
the cultural conditions
and of surrounding
the holding [illegible]
of the holding principle is
to be maintained as nearly as
that will be consistent with
the new method. To this end
when if possible the land
applied under the land gradually
by a certain agricultural standard
- ard E.S. the Middle Schools Standard
and had passed a test of proficiency
- ency in surveying and levelling
- veying
I think the practice will
general where the land



Draft G.O.

Revenue Depart.

Read Progs. of the Finl. Dept. dy 13th Aug. '85, No. 1196.

C. No. 6089

In the letter read in the Progs. quoted above, the Govt. of India had approved generally of the revised scheme for the reorganization of the subordinate Revenue Establishments of this Presidency, submitted in the letter of the Govt. dy. 779 dy 20th April last, but had stated that, before it can accord its complete approval of the proposed expenditure, further information should be supplied on the question of raising the Kurnam staff to an educational level, which will ensure their being ever-ready competent to conduct under the supervision of the Revenue Inspectors, the annual

S.M.-8-85
R12-7-85

villages.

2. Although the question of the efficiency of the Kurnam staff does not appear to Govt to have any bearing upon that of the insufficiency or otherwise of the staff necessary for the proper working of District and Taluk offices, they are desirous, in every way that circumstances and the difference which, apparently, exists between the constitution of village establishments in Northern and Southern India, will permit, to forward the wishes of the Govt of India touching improvement in the education of Kurnams.

3. The hereditary principle as regards succession to village offices is, however, one which has existed in almost

almost every part of the Presidency since the establishment of the British rule, and is therefore an institution which should have some consideration. Govt. bearing this in mind, are prepared to, whilst not entirely abandoning this position, to render it compulsory that after a period, say, of three or four years from this time, no Kurnam shall be appointed to office who has not passed such educational test, including Surveying, as the Govt may consider sufficient, preference being given, in the case of candidates possessing the necessary qualifications, to the individual who has a proved hereditary claim to the office. The standard

standard to be fixed must, at first, necessarily be somewhat lower than that which the Govt of India would seem to consider requisite, but it is hoped that this may eventually be reached, although the poor salaries which village officers receive, and which, in the case of Kurnam, vary from Rs. 5 to Rs. 20 per mensem, and of an increase in which, there is little or no prospect, will probably be but a small incentive, even to the hereditary ~~Karn~~, to undergo the cost and trouble of the necessary education, and will be none to outsiders.

4. Be this as it may, Govt trust that the assurance which they have now given will remove all further hesitation on the part of the Govt of India to accord its full and immediate approval to the scheme for the revision of Revenue Establishments in Madras, now before it.

5. With regard to the remarks in para 4. of the letter of the Govt of India read above, it is observed that the Agricultural Dept of this Presidency has no connection with the Survey or Settlement operations now in progress, that such improvements in village establishments as have been, from time to time, effected, have been carried out under local legislation and at no cost to Imperial or Provincial funds and that, consequently, no reference on the subject to the

the Govt of India has been considered necessary. The allusion made by the Govt of India may possibly have had its origin in an impression that Revenue Inspectors formed part of the village establishments, which they, however, do not.

6. With reference to the special education of the above-mentioned officers, Govt have already ruled that after the 1st April 1888, no person who shall not have passed the Survey Test fixed by them, shall be eligible for appointment as a Revenue Inspector, or for promotion to the new rates of pay or to a higher grade. This, Govt trust, will sufficiently meet the views of the Govt of India on this subject.

By order

[illegible]

12.11

REVENUE DEPARTMENT.

C. No. 6089.

From the Financial Department

dated 13th August 1885, Mis. No. 1196, transferring letter from the Government of India approving, subject to certain conditions, the scheme for the revision of revenue establishments.

For Orders.

NOTE.—Karnam or Curnam = Village Accountant in Madras.
Patwári = the same thing in North-Western Provinces.

In their letter, No. 2177, dated 28th July 1885, the Government of India, while approving generally of the scheme for the revision of subordinate revenue establishments in Madras, made that approval conditional on the raising of the qualifications of karnams, so as to enable them to conduct, under the supervision of Revenue Inspectors, the annual or periodical surveys of their villages in order to keep their village maps up to date by filling in the skeleton or traverse blocks of the professional Survey Department. They observe that this policy has been accepted throughout the greater part of India, and that they had it specially in view in the organization of Agricultural Departments, which were intended to secure through the agency of the village officials and their supervisors the results hitherto obtained by costly survey and settlement establishments. The latter having done the work once, it was hoped that the village officials would be able to keep it up to date. They point out that the Madras re-organization scheme does not provide for this, and that, the present staff being wholly inefficient for the purpose in question, if the hereditary principle is maintained without reference to educational qualifications, there is little hope of their becoming uniformly competent to perform such work. They thus suggest the desirability of abolishing the hereditary principle as has been done already in the North-Western Provinces and the Punjab, or at least of providing adequately for the special education of karnams.

2. The principle of hereditary succession to village offices is based on ancient custom which prevailed formerly very generally over the whole of India, and has always been maintained hitherto by the Madras Government. Regulation VI of

1831 declared the emoluments of hereditary village offices inalienable, and the claims to the possession of, or succession to, such offices cognizable only by Collectors. Section 7 of the Regulation, however, renders village officers liable to suspension or removal from office for incapacity, neglect of duty, or other just cause by order of the Collector, subject in every instance to the approval of the Board of Revenue and to the sanction of the Governor in Council in all cases in which he may see fit to interfere. It has been held that, as a rule, male members are to be preferred to female; but that the nomination of females who perform the duty by deputy is not prohibited. The same remark applies to minors. The hereditary right of village officers has also been held to attach to particular villages so that they cannot be transferred to such charges as they may be competent to hold according to qualifications.

G.O., 28th February 1879, No. 494.

3. Messrs. Puckle and Wilson proposed in 1878 to rescind the regulation and declare village offices to be no longer necessarily hereditary, though preference might still be shown to the heirs of deceased office holders when vacancies were to be filled. This was suggested in connection with the revision of village establishments, a process still going on in some districts, which throws out of employ many superfluous village officers and renders difficult the adjudication of rival hereditary claims to succession. In this connection Mr. Wilson made the following remarks:—"The revision means simply the selection of the fittest. It is not well that matters of administration should be fettered by claims founded on hereditary right. Moreover, every karnam who is ousted may, if the Regulation is continued, sue to establish his title to the office and to turn out the man selected and appointed by the Collector under the new scheme. It is not enough to say that the Collector need not appoint him—he need not, but he must notwithstanding entertain and try his suit—and on the merits too—and pass a formal decree, though it may be only declaratory and give no relief. These ousted men might, with such suits, make a Collector's life a burden to him." The Board and Government negatived the proposal, the latter observing that the existing law (*i.e.*, Regulation VI of 1831) did not admit of the proposal, and that no necessity for legislative interference was apparent.

G.O., 21st October 1878, No. 1699.

4. In paragraph 10 of his report on the revision of Revenue establishments, Mr. Garstin proposed to repeal Regulation VI of 1831, and vest absolutely in Collectors the right of nomination and appointment to village offices subject to the considerations—

(1) that the nominee is a resident of the village;
(2) that he is a member of the family which has for many years held the office;
(3) that he is fit to hold the office by reason of ability to read and write and keep accounts; and
(4) that, in the absence of any such duly qualified member of the family, the Collector should be authorised to appoint any other qualified resident of the village to the office.

Mr. Garstin also subsequently suggested that against decisions of divisional officers in such cases appeals should still lie to the Collector, but no further. The Government, while not prepared to go the length desired by Mr. Garstin, thought it very necessary to provide that no person should be appointed head of a village who could not read and write, or was otherwise incapacitated, and the Board of Revenue were asked to make provision in accordance with this view in a draft Act amending Regulation VI of 1831, the preparation of which had been undertaken for another purpose, viz., to enable Collectors to execute their own decisions and to adjudicate on the nature of the emoluments attached to hereditary village offices. A Bill drafted by the Board on these lines was accepted by Government, and the opinions of district officers and of the Judges of the High Court were invited. The opinions of the Judges of the High Court have been received and communicated to the Board of Revenue, but those of district officers are still due.

G.O., 24th June 1884, No. 787.

G.O., 31st March 1884, No. 453.

G.O., 8th January 1885, No. 18.

5. In this Bill, it will be observed, hereditary succession is maintained; persons notoriously unfit being excluded for their own lives, but not so as to exclude their descendants. Ability to read and write is a necessary qualification for the posts of village head, village munsif or karnam, and no female is to be appointed to a village office.

6. The question of the measures to be taken in order to keep a survey once completed up to date as cultivation extends or as occupied lands are sub-divided by roads,

&c., subsequently made, or by sale or otherwise, has long engaged the attention of Government, and the expediency of entrusting the work to village accountants has been considered more than once. In 1879 it was considered that, although village officers might be trusted to sub-divide and demarcate land provisionally, they could not be trusted to insert fresh details on the maps, nor to replace boundary marks even with the aid of the field book.

G.O., 9th September 1879, No. 1840, paragraph 2.

7. In 1882, the Government of India suggested the employment of village accountants as field measurers, in view to reduce the cost of cadastral surveys. This was considered inadvisable, because the old "Paimaish" survey formerly conducted by these officers was found inaccurate and had been abandoned for the more accurate and systematic but much more costly method now obtaining. It was also remarked that karnams had no time for the duties in question. Col. G. C. De Pree, S.C., Officiating Surveyor-General of India, concurred in this decision, observing that the work of village accountants, executed when they are not subject to supervision and advice, and unassisted by measurers, would be unreliable. In forwarding this letter the Government of India remarked that in provinces where survey duties are required from village accountants these duties are performed under strict supervision and subject to close scrutiny.

G.O., 20th February 1883, No. 232, paragraph 5.

G.O., 15th August 1883, No. 985.

8. The Government of India gave up the idea of utilizing the karnams of this presidency in the general cadastral survey of districts, and inquired whether the education and character of karnams might not in course of time improve in view to their becoming eventually able to correct village maps so as to keep them up to date in accordance with the village records of the year. The local Government replied as follows:—"The Government observe that in regard to main features, such as the boundaries of villages and boundaries and areas of fields under cultivation at the time of survey, the original map forms a permanent record which does not require to be annually corrected. On the other hand, when the survey was made, large areas of culturable but uncultivated waste were, in many instances, demarcated and mapped *en bloc*, portions of which are being annually taken up for cultivation; and as this is done it is essential that the extent taken up by each ryot should be demarcated and the area computed and plotted. Even if the karnams were capable of performing

Letter dated 15th October 1883, No. 449—10-50 S., in G.O., 7th November 1883, No. 1364 A.

the mechanical part of this operation, they could not be safely trusted to do it without an amount of vigilant supervision, which the taluk establishment is not capable of affording. In other ways, too, the features of the country are constantly being altered by new roads, railways, canals, and works of irrigation, and these alterations should undoubtedly find a place in the village maps; but if the latter are to be maintained as a reliable record, the corrections must be made by professional experts. It is of course possible, as suggested by the Government of India, that, in the course of time, the education of the village accountants may have so progressed and their character have so improved as to admit of their being employed on these duties; but *owing to the hereditary nature of the office in Madras*, this Government see considerable difficulties in the way of securing a constant supply of this class of men sufficiently trained for the purpose." The real defect in the Madras system is here clearly indicated, viz., the hereditary principle.

But without it you would have to quadruple the pay of the village karnam.

H. E. S.

9. Recently the Government of India forwarded a set of papers relating to the *Patwári* schools which exist in the North-Western Provinces. The system of education there adopted was considered by the Board to be too pretentious, expensive, and centralised for the humble Madras karnam. They still considered that karnams should not be allowed to alter village maps, and that as Revenue Inspectors were in future to pass in surveying, they might check all measurements or surveys carried out by the karnams, and themselves mark in pencil on the village map any sub-divisions of fields which require to be noted, when they visit the villages from time to time. The proposal of the Board would, of course, effect some improvement on present arrangements, but it would be a makeshift at best and would only serve to postpone for a time the eventual condemnation and abandonment of the hereditary principle.

30*th August* 1885. E. S. L.

But a man who had done this could command a much higher rate of emolument than he gets as village accountant.

H. E. S.

If the hereditary principle is to be maintained, we might attach to it the condition that no one entitled to an office by virtue of heredity should be appointed unless he had qualified by a certain educational standard, *e.g.*, the Middle School examination, and had passed a test to be prescribed in surveying and mensuration.

* * * * * *

31*st August* 1885. W. W.

This seems to me the proper course. The hereditary principle is absurd; but it must be made intolerable at

MINUTE BY THE HONORABLE
MR. MASTER.

In this letter the Government of India start quite a new objection to the proposals for revision of establishments submitted for their sanction.

2. The question of the best method of completing the survey record and keeping details up to date has been the subject of lengthened consideration in Madras, and the conclusion has always been that such work could not be entrusted to the village establishments, but must be the duty of the regular Survey Department.

3. So far as I am aware the question now brought forward has not formed the subject of correspondence with India, nor have we ever been informed that "the policy of requiring the ordinary work of field plotting and of filling in the skeleton or traverse blocks of a professional survey to be done by village agency . . . . . has been specially held in view by His Excellency the Governor in Council in the organization of Agricultural Departments."

4. It has always been our object to utilize curnam agency as an auxiliary to the survey in the way of measuring interstitial fields and additions to cultivation. Mr. Newill, the first Director of Revenue Settlement, took up the idea when survey and settlement operations first commenced twenty-seven years ago. The experiment has been tried —but with no great success—of instructing classes of curnams by means of regular surveyors. The work, however, which curnams have been in the habit of doing has been performed sufficiently well for all practical purposes, though it has not been considered safe to let them meddle with the survey maps prepared by the Scientific Department. For all revenue purposes, however, their measurements are accepted.

Provisionally and subject to revision.
H. E. S.

5. The Government of India have obviously been misinformed in regard to the inefficiency of our curnams "to conduct even the simplest operations of field survey."

6. The present position is concisely put in Board's Proceedings, dated 9th July last, No. 2029. The Government agreed that the steps already taken were sufficient and our curnams fairly well qualified to discharge their duties.

G.O., 29th July 1885, No. 879, Revenue.

7. Revenue Inspectors, under whose supervision village measurements come, will hereafter have to pass a test in surveying.

G.O., 8th July 1885, No. 800, Revenue.

8. The question of maintaining the hereditary principle does not seem to have much to do with the question whether a high or low standard of excellence is to be required in keeping up the survey record. Supposing you abandon the principle, you would have much the same class of people doing the same style of work and requiring the same supervision.

Paragraph 5, India's letter, 28th July 1885, No. 2177.

9. The "eventual competence of village officials to perform the ordinary operations of a village survey"—as *we* understand the expression—need not be doubted; and now that they are to be placed under more competent supervision, they will doubtless gradually improve; nor is there any reason, that I can see, why, in amending the law relating to hereditary village offices, a clause should not be introduced enabling the Collector to give preference to a karnam who had passed a test in survey. In this way village accountants may become better qualified.

Vide Draft Bill in G.O., 8th January 1885, No. 18, Revenue.

10. But whether this class—hereditary or not, and poorly paid as they always must be—can ever be trusted, however well educated, to alter the professionally-prepared maps, is another matter altogether. So far it has been thought in Madras that they could *not* be trusted, though preliminary measurements could be made by them. I see nothing to lead to a belief that *quite satisfactory* work could be thus turned out, and I should therefore prefer to keep up a small superior survey establishment for the purpose.

The last order on the subject is G.O., 6th January 1885, No. 15, Revenue.

11. It seems quite unnecessary that existing village conditions in Madras should be upset in the attempt to carry out a reform of the kind suggested. If, on general grounds, it is desirable to get rid of the hereditary principle, then let it be done; but so far no good reason that I know of has been adduced for altering a system which is part and parcel of Madras village administration.

Paragraph 4 of the current letter.

12. The Government of India speak as if the sanction they had been asked to give had reference to expenditure "on improved village establishments." Certainly "village establishments"—as we understand the expression—have not been touched by the proposals sent forward for sanction with reference to Mr. Garstin's report on the revision of Revenue establishments. We have revised—and continue to revise—our village establishments from time to time without any reference (I believe) to India. If India's present remark refers to *Revenue Inspectors*, who

really belong to the taluk establishments, it is merely a misuse of terms.

13. I think India might be asked to let the sanction asked for be given without any further assurance except that the improvement of village establishments is, as always, kept in view.

2nd Sept. 1885. C. G. M.

MINUTE BY THE HONORABLE MR. SULLIVAN.

I agree with all my Honorable colleague has written. India may be told in addition that an *accurate* and *reliable* measurement of holdings is essential in a country where the land revenue is assessed on the acre and its fractions and the demand of the State is settled with each individual ryot. It was to ensure this accuracy that the Survey Department was organized in 1853, previous to which the land revenue demand was based on the rough measurements of the karnams. In addition to the error inseparable from their rude mode of calculating areas, the untrustworthiness of the agency had to be taken into account, and in every district which has been professionally surveyed a large percentage of increase in the cultivated area has resulted. If professional check and supervision be removed, and the detailed demarcation and measurement of survey blocks entrusted to karnam agency, we shall have the same thing over again and a patch-work arrangement in each district of partly reliable and partly unreliable measurements. I entirely agree with what Mr. Master says in regard to hereditary office. Do away with this, and you knock the key-stone out of the arch of village organization. The karnam does the work of his village for Rs. 6 or 7, because he is the hereditary office holder, and as such entitled to the respect and consideration of the villagers. Import a stranger who has passed the Middle School examination and who can handle a theodolite, and you will have to pay him Rs. 20, and he will be of no account in the village.

H. E. S.

REVENUE DEPARTMENT.

DRAFT G.O.

Read Proceedings of the Financial Department, dated 13th August 1885, No. 1196 (C. No. 6089).

In the letter read in the Proceedings quoted above, the Government of India has approved generally of the revised scheme for the reorganization of the subordinate revenue establishments of this presidency submitted in the letter of this Government, No. 779, dated 20th April last, but has stated that, before it can accord its complete approval of the proposed expenditure, further information should be supplied on the question of raising the kurnam staff to an educational level, which will ensure their being eventually competent to conduct, under the supervision of the revenue inspectors, the annual or periodical surveys of their villages.

2. Although the question of the efficiency of the kurnam staff does not appear to Government to have any bearing upon that of the insufficiency or otherwise of the staff necessary for the proper working of district and taluk offices, they are desirous, in every way that circumstances and the difference which, apparently, exists between the constitution of village establishments in Northern and Southern India will permit, to forward the wishes of the Government of India touching improvement in the education of kurnams.

3. The hereditary principle as regards succession to village offices is, however, one which has existed in almost every part of the presidency, since the establishment of the British rule, and is therefore an institution which should have some consideration. Government, bearing this in mind, are prepared, whilst not entirely abandoning this position, to render it compulsory that after a period, say, of three or four years from this time, no kurnam shall be appointed to office who has not passed such educational test, including surveying, as the Government may consider sufficient, preference being given, in the case of candidates possessing the necessary qualifications, to the individual who has a proved hereditary claim to the office. The standard to be fixed must, at first, necessarily be somewhat lower than that which

the Government of India would seem to consider requisite, but it is hoped that this may eventually be reached, although the poor salaries which village officers receive, and which, in the case of kurnams, vary from Rs. 5 to Rs. 20 per mensem, and of an increase in which there is little or no prospect, will probably be but a small incentive, even to the hereditary class, to undergo the cost and trouble of the necessary education, and will be none to outsiders.

4. Be this as it may, Government trust that the assurance which they have now given will remove all further hesitation on the part of the Government of India to accord its full and immediate approval to the scheme for the revision of revenue establishments in Madras now before it.

5. With regard to the remarks in paragraph 4 of the letter of the Government of India read above, it is observed that the Agricultural Department of this presidency has no connection with the survey or settlement operations now in progress; that such improvements in village establishments as have been, from time to time, effected have been carried out under local legislation and at no cost to Imperial or Provincial funds; and that, consequently, no reference on the subject to the Government of India has been considered necessary. The allusion made by the Government of India may, possibly, have had its origin in an impression that revenue inspectors formed part of the village establishments, which they, however, do not.

6. With reference to the special education of the above-mentioned officers, Government have already ruled that, after the 1st April 1888, no person who shall not have passed the survey test fixed by them shall be eligible for appointment as a revenue inspector, or for promotion to the new rates of pay or to a higher grade. This, Government trust, will sufficiently meet the views of the Government of India on this point.

J. F. P.

17th November 1885.

For approval &c
H. H. S.

REVENUE DEPARTMENT.

DRAFT G.O.

From Financial Department, 13th August 1885, *No.* 1196.

For Secretary
This draft is submitted in accordance with the instructions of His Excellency. It should be circulated, as Mr Brandis conveys to Members of the Hon Council as explained in the letter under draft.
H. Stokes
21 8 85

In the letter read in the above Proceedings, the Government of India communicate some further remarks regarding the scheme for the improvement of the subordinate revenue establishments in this Presidency.

2. The Government of India, while approving generally of the scheme for the revision of subordinate revenue establishments in this Presidency, make that approval conditional on the raising of the qualifications of kurnams, so as to enable them to conduct, under the supervision of the revenue inspectors, the annual or periodical surveys of their villages. They should be made competent to survey and prepare the record of the annual extensions of cultivated areas or of alterations in the disposition of fields and minor topographical features within village boundaries. The Government of India point out that the scheme for the reorganization of village establishments does not provide for this, and that the present staff of kurnams being wholly inefficient for the purpose in question, if the hereditary principle is maintained without reference to educational qualifications, there is little hope of their becoming competent to perform such work. They therefore suggest the desirability of abolishing the hereditary principle, or at least of providing adequately for the special education of kurnams.

3. It has always been the object of Government to utilize as far as possible the existing village agency as an auxiliary to the survey, in the way of measuring interstitial fields and additions to cultivation, and the experiment has been tried, with however no great success, of instructing classes of kurnams by means of regular surveyors. The matter is one which has long engaged the attention of Government. For revenue purposes in fact, the measurements made by kurnams are accepted subject where necessary to revision, but up to

G.O. 29 Jul 85 No 1196

this time it has never been considered safe to permit this class of village officer to touch the survey maps prepared by the scientific department. In 1882, the Government of India suggested the employment of village accountants as field measurers in view to the reduction of the cost of cadastral surveys, but the course was considered inadvisable because of the probably inaccurate nature of the work which would be turned out. It was also then remarked by the Government that these officers' other duties gave them little spare time for the duties proposed to be entrusted to them. Subsequently, on an inquiry from the Government of India whether the kurnams of this Presidency might not in course of time improve with a view to their becoming eventually able to correct village maps so as to keep them up to date in accordance with the village records of the year, the Government observed that as regards the main features of the village maps no annual corrections were necessary, the original map forming a permanent record, and that as regards the record of the increase of cultivation within the village areas, the kurnams could not be safely trusted to do the required work without an amount of vigilant supervision, which the taluk establishments were not capable of affording. The Government thought that although the education and character of village accountants might be so improved as to enable them to be employed on the above duties, yet that, owing to the hereditary nature of the kurnam's office, considerable difficulties in securing in the future a constant supply of a class of men sufficiently trained for the purpose would be felt.

4. An *accurate* and *reliable* measurement of holdings is essential in a country such as Madras, where the land revenue is assessed on the acre, and its fractions and the demand of the State is settled with each individual ryot. It was to ensure this accuracy that the Survey Department was organized in 1853, previous to which the land-revenue demand was based on the rough measurements of the kurnams. In addition to the error inseparable from their rude method of calculating areas, the untrustworthiness of the agency had to be taken into account and in every district which has been since professionally surveyed, a large percentage of increase in the cultivated areas has resulted. If professional check and supervision be removed and the detailed demarcation and

G.O. 9th Sept. 1884.

G.O. 20th Feb. 85. No 232.

measurement of survey blocks entrusted to kurnam agency, the Government fear that a similar result may occur, and a patch work arrangement will be brought about under which in each district there will be contiguous areas of reliable and unreliable measurements.

5. As regards the suggested abolition of the hereditary nature of the office of village accountant, His Excellency in Council observes that even if the hereditary principle is abandoned, the same class of people will be found doing the work and requiring the same supervision as is now the case. Whether this class of officer, poorly paid as he always must be, can ever be trusted, however well educated, to alter professionally prepared maps appears very doubtful, and there seems nothing to lead to a belief that *quite satisfactory* work will ever thus be turned out, and the Government would prefer to see a small superior establishment always kept up for the purpose. There is moreover the fact to be considered that the village kurnam at present does his work in his village for Rs. 6 or thereabout per mensem (the salary generally attached to the office), because he is the hereditary office-holder, and as such entitled to the respect and consideration of the villagers, while a stranger who had passed the Middle School Examination and could execute elementary survey operations, would require a far higher salary, and be of little or no account in the village.

6. His Excellency in Council is however extremely anxious to meet the wishes of the Government of India expressed in the letter now under consideration, and will continue in the future to do all that lies in his power to improve the efficiency of the village officers in this Presidency in respect to survey operations. It is observed that under the provisions of the Bill which has been drafted with a view to amend Regulation VI of 1831, although the principle of hereditary succession to village offices is maintained, persons unfit to exercise these offices are to be excluded for their own lives, and that ability to read and write is a necessary qualification for the posts of village munsif or kurnam. That Bill will be proceeded with as soon as the opinions of district officers which have been called for regarding its provisions are received. His Excellency the Governor in Council is prepared to insert in that Bill a further provision under which a preference

G.O. 31st March 86 No 463

G.O. 8th January 85. No 18.

will be given for the post of village accountant to the applicant who shall have passed such test examinations in survey and mensuration as may be laid down from time to time by the Government. This course will, it appears to the Government, meet a real defect in the present system. It will permit the hereditary principle to be maintained in cases where hereditary claimants possess the necessary qualifications for the post, and it will enable the district officers in other cases to pass out of the direct hereditary line in favor of efficiently qualified applicants where such may exist. It may be hoped that by this course the eventual competence of village officials to perform the elementary operations of a village survey will be secured.

The Government of India will be addressed.

TO THE SECRETARY TO THE GOVERNMENT OF INDIA.

SIR,

With reference to your letter, dated 28 h July 1885, No. 2177, regarding the revision of revenue establishments in this Presidency, I am directed to enclose a copy of the Proceedings of this Government No. of this date.

2. His Excellency the Governor in Council directs me to assure the Government of India that he is extremely anxious to improve the present condition of the village establishments in the Presidency, and will make it an essential feature in the future that these establishments shall be made as efficient as possible. The subject is, however, full of difficulties, and the Government cannot hope that even within a few years the reform and education of the kurnam staff can be so completely carried out as the Government of India appear to surmise. The matter will, however, continue to receive the attention of the Government, who are ready at once to amend the present law regarding the succession to village offices in the manner proposed in the copy of the Proceedings accompanying the letter. With this assurance His Excellency the Governor in Council hopes that the Government of India will not withhold their final approval to the amended proposals made in my predecessor's letter of March last.

6-11-1885. (Signed) M.H.

Enclosed Proceedings of the Madras Government

Read the following

No. 2177.

GOVERNMENT OF INDIA.

DEPARTMENT OF FINANCE AND COMMERCE.

To

THE CHIEF SECRETARY TO THE GOVERNMENT OF MADRAS.

Simla, the 28th July 1885.

SIR,

I AM directed to acknowledge the receipt of your letter No. 779 (Miscellaneous, dated the 20th April, giving cover to the proceedings of His Excellency the Governor in Council of the 25th March, No. 369 (Revenue), regarding the revision of revenue establishments in the Madras Presidency.

2. The proposals now submitted would, if sanctioned, involve an annual increase of expenditure of Rs. 4,14,772, or Rs. 54,800 less than those originally placed before the Government of India in your letter No. 2588, dated the 10th November 1884. To those proposals as a whole the Governor General in Council was unable on financial grounds to assent, and the Government of Madras was requested to re-consider the scheme with the view of reducing its cost within such limits as would justify the Government of India in submitting it to the Secretary of State for India in Council. Two subjects were suggested as suitable for re-consideration: first, the possibility of introducing the scheme more gradually than was proposed, and second, the desirability of improving the efficiency of the village establishments.

3. The Government of Madras have explained in the Proceedings above quoted how far they are able to meet the wishes of the Government of India on these two points, and His Excellency in Council is pleased to approve of the scheme now brought forward if, in connection with the latter of the two subjects, further information can be supplied in regard to one point to which the Government of India attaches great importance, and which it would wish fully considered before it can accord its complete approval of the proposed expenditure. The point is that the scheme does not provide with sufficient distinctness for raising the Karnam staff to an educational level which will ensure their being eventually competent to conduct, under the supervision of the revenue inspectors, the annual or periodical surveys of their villages. It is inferred that the employment of a special survey agency might always be required for the correction of village maps. But the policy of requiring the ordinary work of field plotting and of filling in the skeleton or traverse blocks of a professional survey to be done by village agency, is one which has been accepted throughout the greater part of India, and has been specially held in view by His Excellency the Governor General in Council in the organization of Agricultural Departments, which were intended to secure, through the agency of the village officials and their supervisors, the results hitherto obtained by special Survey and Settlement establishments. In advocating the adoption of this course, the Government of India has at no time had the intention of advising that survey of extensive areas hitherto unsurveyed should be undertaken by, or imposed on, the village staff. It has only contemplated that the local officials should be made competent to survey and prepare the record of annual extensions of cultivated areas, or of alterations in the disposition of fields and minor topographical features within the village boundaries.

4. So far as can be ascertaine
India, there is reason to believe
cient, that they are as a rule unabl
field survey, and that if the her
reference to educational qualifica
ing uniformly competent to per
not seem to have met with
inability of the Karnams to
a scheme under which the revisi
undertaken by the village staff
tors. The Government of India
to effect the necessary reform and
the elimination of incompetent me
unable to acquire the simple knowle
it would therefore offer no objectio
during such period of the scheme i
your letter of the 20th April. B
Council feels it necessary to point o
officers in respect to survey be
the Government of India will be
sanction to expenditure both on an
village establishments without, at t
elimination of special survey opera
objects in promoting both the
and the improvement of the subor

5. In asking for an assuranc
officials to perform the ordinary op
essential feature of the proposed
it is needless to touch upon the qu
supervise survey operations. It is
to pass an examination in element
their competence to superintend t
necessitate the gradual introductio
of salary will only be given to tho
tests.

6. I am to state, in conclusio
forth in the order of the Madras C
meets with the full concurrence of

apers before the Government of
nams are in this respect ineffi-
even the simplest operations of
ciple is maintained, without
is little hope of their becom-
work. But the question does
sideration, whether the present
d prevent the introduction of
lage maps should be ultimately
supervision of revenue inspec-
it may take some few years
the Karnam staff, and to secure
editary families who may prove
necessary for field plotting, and
grounds to the introduction
which it has been sketched in
liency the Governor General in
ventual efficiency of the village
essential part of the scheme,
e position of having accorded
Department and on improved
ne, having secured the future
which has been one of its main
of Agricultural Departments
staff throughout India.

ventual competence of village
village survey will be made an
vernment of India presumes that
ability of revenue inspectors to
that these officers will be required
, which it is presumed will ensure
ge officers, and will at the same time
me, if, as is understood, increase
not failed to pass the proposed

other respects the scheme set
No. 339, dated 25th March 1885,
ment of India.

e the honour to be,

SIR,

ur most obedient Servant,

D. BARBOUR,

cretary to the Govt. of India.

Copy, with copy of the let
No. 779, dated 20th April 1885, and enclosure.
129, dated the 10th January 1885

the margin, forwarded to the
and Agricultural Department
nation, in continuation of No.

By order,

J. F. FINLAY,

Offg Under-Secy. to the Govt. of India.

Order thereon 13th Augt 1885 No 1196 Revenue
Communicated to the Revenue
Department.

True Extract

Sd Hindo, Secretary

To the Revenue Department
a Circuit Journal

GOVERNMENT OF INDIA.

DEPARTMENT OF FINANCE AND COMMERCE.

To

THE CHIEF SECRETARY TO THE GOVERNMENT OF MADRAS.

No. 2177.

Dated Simla, the 28th July 1885.

Received

Sanctions, with certain remarks, the revision of the revenue establishments in the Madras Presidency.

G. C. B. Press, Simla.—No. 415 C. F.—23-7-85—90.

[6]

Govt. of {188 } Madras.

To

The Rev. Dept

Proceedings, dated
No. 1196 Bug 188 .

Subject.

Copy with transfer of charge of Subordinate Revenue Establishments to the Collectors of Revenue & Subdivisions in the Madras Presidency

For the next Financial return of the G.O.

C 28-10-85
A 12-9-85 K 30-10-85

REVENUE DEPARTMENT.

DRAFT G.O. No. 1313 of 26. 11. 85

Read Proceedings of the Financial Department, dated 13th August 1885, No. 1196 (C. No. 6089).

In the letter read in the Proceedings quoted above, the Government of India has approved, generally, of the revised scheme for the reorganization of the subordinate revenue establishments of this presidency, submitted in the letter of this Government, No. 779, dated 20th April last, but has stated that, before it can accord its complete approval of the proposed expenditure, further information should be supplied on the question of raising the kurnam staff to an educational level, which will ensure their being eventually competent to conduct, under the supervision of the revenue inspectors, the annual or periodical surveys of their villages.

2. Although the question of the efficiency of the kurnam staff, which is a purely *village* organization, does not appear to this Government to have any bearing upon that of the insufficiency or otherwise of the higher and altogether separate staff necessary for the proper working of district and taluk offices, they are most desirous, in every possible way that circumstances and the difference which, apparently, exists between the constitution of village establishments in Northern and Southern India, will permit, to forward the wishes of the Government of India touching improvement in the education of kurnams.

3. The hereditary principle, as regards succession to village offices is, ~~however~~, one which has existed in almost every part of the presidency from remote times and is therefore an institution which cannot be overlooked. Government, however, not without foreseeing considerable difficulties, are prepared to announce that, after a period, say, of three or four years from this time, no kurnam shall be appointed to office who has not passed such educational test, including surveying, as the Government may consider sufficient, preference being given, in the case of candidates possessing the necessary qualifications, to the individual who has a proved hereditary claim to the office. The standard to be

4 to 6 and accumulated

fixed must, at first, necessarily be somewhat lower than that which the Government of India would seem to consider requisite, but it is hoped that this may eventually be reached, although the small salaries which village officers receive, and which, in the case of kurnams, vary from Rs. 5 to Rs. 20 per mensem, and of an increase in which there is little or no prospect, will probably be but a small incentive, even to the hereditary class, to undergo the cost and trouble of the necessary education, and will be none to outsiders.

4. Be this as it may, Government trust that the assurance which they have now given will remove all further hesitation on the part of the Government of India to accord its full and immediate approval to the scheme for the revision of revenue establishments in Madras now before it.

5. With reference to the special education of revenue inspectors who form no part of the *village* establishment, Government have already ruled that, after the 1st April 1888, no person who shall not have passed the survey test fixed by them shall be eligible for appointment as a revenue inspector, or for promotion to the new rates of pay or to a higher grade. This, Government trust, will sufficiently meet the views of the Government of India on that point.

17th November 1885.

J. F. P.

Secy to Govt. of India
Dept. of Finance & Commerce.

Sir

With reference to para 3 of your letter No. 2177 dated 28th July last, I am directed to enclose a copy of the Proceedings of the Govt. No 1313 of this date and to state that the matter of the Govt. of India on the subject of the Education of Eurasians in the Presidency will receive careful attention.

2. I am further to express the hope of H.E. the Governor in Council that under the assurance now given, the approval of the Govt. of India may be accorded to the scheme for the revision of the Revenue Establishments now under consideration, and that it may be communicated at an early date for the sanction of the Secretary of

.5.9.40 II

C-23.11.85
R-24.12.85