TAM

GOVERNMENT OF

DEPARTMENT

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Proceedings of the Madras Government, Revenue Department,
1st March 1877.

Read the following papers :—

o. 1. *Proceedings of the Board of Revenue, dated* 1*st August* 1876, *No.* 1955.

Read the following papers :—

Proceedings of the Madras Government, dated 29th June 1876, *No.* 865, *Revenue Department.*

Abstract.—*Clubbing of Villages.*—Passing remarks on papers relating to the question of —, and requesting the Board of Revenue to report on certain points connected with the bject.

Proceedings of the Madras Government, dated 3rd July 1876, *No.* 898, *Revenue Department.*

Abstract.—*Village Establishment in the Sub-division Taluqs of the Salem District.*—emitting again to the Board of Revenue for revision their Proceedings of 31st May 1876, o. 1,433, regarding the proposed revision of the —, so as to bring the scheme into conformity with e principles approved by Government in G.O., 29th June 1876, No. 865.

The foregoing Orders relate to the question of the principles which should regulate the ubbing of villages for survey and settlement purposes and for facilitating the revision of village stablishments. The Government object to clubbing for the mere purpose of providing a fixed nd complete scale of village establishment according to a certain prescribed standard; express he opinion that villagers should in no case have to travel more than one mile to lay a complaint efore a Munsif, and that to secure this object *resident* Munsifs should invariably be provided; and esire to be informed whether, when more than one village has been placed under the same urnam, the revenue accounts and other interests of each village are kept distinct. The Board re also required to report how far the clubbing of villages approved in their Proceedings of 21st eptember 1875, No. 2,640, is in accordance with the views expressed by Government, and to reconsider the schemes submitted for the sub-division of the Salem District so as to bring them into conformity with the principles enunciated in the first of the Orders read above.

2. The Board must explain that amalgamation of villages prior to settlement and clubbing of villages for purposes of revision of village establishments are quite distinct. The effect of the amalgamation in the former case is that the combined villages lose their identity to some extent, only one set of accounts being maintained for the villages jointly. Each village, however, is intended to retain its own rights as regards durkhast, pasturage, &c., intact, and as a matter of fact in the majority of cases, which are submitted for the Board's approval, the ryots of the villages which it is proposed to amalgamate have the same rights of pasturage and felling, are under the same irrigation system, and are entitled to the services of the same village officers. The villagers, as a rule, acquiesce and sometimes seem to be anxious for the change, and as the boundaries of the arable lands as formerly existing can always be recognized, so that, if necessary, the combined villages could at any time be separated again, the risk of rights being infringed is reduced to a minimum. The manner of keeping the accounts cannot affect the ryot prejudicially, and so far as he is concerned the amalgamation of very small villages does not appear open to serious objection; but, where the villages had formerly separate village officers, vested rights are, no doubt, interfered with to a certain extent, and some of the village servants will at the revision of establishments lose their hereditary posts, but this is unavoidable if proper remuneration is to be assigned to the holders, as funds will not suffice to maintain the same numerical scale as now exists, if any attempt is to be made to pay them decent salaries.

3. In the case of clubbing of villages for the purposes of revision of village establishments no communal rights are affected, as each village is still regarded as a separate revenue village,

and is, the Board believe, kept distinct in the accounts. The only vested interests interfered with
are those of the village servants, whose number is generally reduced by the rearrangement. The
formation of the villages into groups for the purpose of placing them under one Curnam, however,
is no innovation, as it has existed in some districts for many years, and was introduced into the
Salem District soon after the assumption of the administration by the British Government. The
effect of the proposals for the Salem Sub-division is actually to increase the number of Vattams or
Curnam charges, but to diminish the number of the village servants of the inferior grades. As
far as the Salem District is concerned, the original village constitution seems to have been long
ago interfered with, and, if the status of the village officers is to be raised and respectable men to
be secured for the posts, clubbing to a certain extent seems inevitable. If each village throughout
the Presidency is to preserve its ancient integrity, it will be impossible in some of the wilder
and more jungly tracts, where a few huts constitute a village, to find men sufficiently educated
for the post of Curnam and Munsif, they will have little or nothing to do, and will be miserably
paid, for it is not every district that will have as large a General Fund as Salem available for
expenditure in the poorer villages, and it must be borne in mind that all chances of fees
will cease, and that a money payment is not as highly valued as a grant of land bearing
assessment of the same amount. It is not at all certain, therefore, that the future emoluments
will far exceed any hitherto enjoyed, and as unremunerated service is always inefficient, and
it would be impossible to assign anything but the merest pittance in the smallest villages,
the grouping of a certain number of adjoining villages was considered the best means of
ensuring that the posts should carry sufficient pay to command the services of respectable men
who would be induced to devote their time to the performance of their duties. If a *resident*
Munsif for each village is insisted on, he must in many cases be illiterate, and, however desirable
it may be to have an officer of this class resident on the spot, it is an advantage which has not
been so universally enjoyed that the omission to provide a Munsif for each village should be
considered a disturbance of the village organization. Many hamlets are situated at a much greater
distance than a mile from the parent village, and the nine cases quoted at paragraph 3 of the
Government Order are instances, as it is expressly stated by Mr. Rundall that the distances given
have reference to the *old system*, and that the distance will probably be reduced under the new
system.

4. It will be seen that clubbing prior to survey and settlement and the formation of groups
of villages for the purpose of revising establishments are distinct, and the Board were dealing
with the former only in their Proceedings of 21st September 1875, No. 2,640; but Mr. Rundall,
in his reply, did not confine himself to the advantages of clubbing in facilitating and cheapening the
work of the survey and settlement, which was the question referred; considering that villages that
were too insignificant to provide funds for a village establishment remunerated at the lowest rates
which could well be offered would eventually be thrown together when the subject of allotting
establishments came under consideration, he suggested their amalgamation at survey, and the
Board, under the full impression that this course was approved in G.Os., dated 2nd and 10th
September 1875, Nos. 1,318 and 1,341, sanctioning the adoption of Mr. Puckle's model schemes
for Chingleput and Salem, accepted as a general principle, the Acting Director's proposal that
ability to maintain a minimum establishment should be taken as the limit below which it is
undesirable to retain separate villages. The Board have apparently, however, misunderstood the
intentions of Government.

5. The schemes for the Salem Sub-division remitted for revision do not give details of the
assets of each village separately, and the Board are, therefore, unable to remodel one so as to
show the result of allotting separate establishments to each village, but they understand that
Mr. Puckle is about to visit Salem, and they resolve to forward the papers to him with the request
that, after consulting the Collector, he will state how far the schemes can be modified so as to
bring them into conformity with the views of Government, due regard being had to the efficiency

of the village establishments. He is also requested to state whether the Board are correct in their statements regarding the effects of clubbing on the interests of the villagers concerned.

6. The Collectors of Nellore, Chingleput, Cuddapah, Salem, and Tinnevelly, who have been already instructed to frame schemes in strict accordance with Mr. Puckle's model, will now be directed to defer the submission of their proposals pending the disposal of the points now raised.

7. The clubbing of villages approved in Board's Proceedings, dated 21st September 1875, No. 2,640, is in some cases undoubtedly opposed to the principle that every village as it at present exists should continue to stand alone. In the majority of the cases, however, there appears to be no village site, and the ryots and village officers reside in the village to which the transfer is proposed to be made, whilst in a few cases detached portions of a village only are affected. The Collector of North Arcot will report whether the transfers have already been carried into effect, and should note on the Recommendation Roll, which will be returned to him for the purpose, whether, on the principles now enunciated, the clubbing in each instance is open to objection.

(A true Extract.)

(Signed) C. A. GALTON,
Acting Secretary.

No. 2. *Proceedings of the Board of Revenue, dated 24th August 1876, No. 2,189.*

Read the following papers:—

Proceedings of the Madras Government, dated 8th August 1876, No. 1,061 Revenue Department.

Abstract.—*Village Establishments in the Kistna and Nellore Districts.*—Awaiting the Board's report called for in G.O., 29th June 1876, No. 865, regarding clubbing of villages; and observing that the preparation of schemes for the revision of — can be proceeded with on the principles enunciated in that Order.

From F. R. H. SHARP, Esq., Acting Collector of Nellore, to C. A. GALTON, Esq., Acting Secretary to the Board of Revenue, dated Nellore, 3rd August 1876, No. 2,188.

In reply to the Board's Proceedings, No. 1,737, dated 7th ultimo, directing me to report what progress has been made in the preparation of a revised scheme of village establishments after Mr. Puckle's model, I have the honor to state that circular instructions were issued to all the Tahsildars on the 21st March last ordering them to submit the particulars of the assets of each village according to the old classification.

2. There are no villagewar details in my office giving any clue as regards the assets of each old village, and, as the present revision is to be based on this important information, nothing can be done by me pending the receipt of the Tahsildars' reports.

3. In connection with this subject I may here submit the following points for the Board's orders.

4. From paragraph 2 of the Board's Proceedings, No. 1,733, dated 22nd June 1875, it appears that "every village which has hitherto enjoyed a separate existence" should be "retained as a separate unit," and that the clubbing of villages should be adopted as regards the office of Curnam only. I presume that each old village, though now clubbed with others for survey convenience, must have a separate Munsif and other village officers (Curnams excepted), except under very peculiar circumstances, such as a nominal existence only, while a Curnam may be appointed to one or more villages singly or clubbed as the work and the assets require and permit.

5. The office of Nirganti exists only in a few old villages. I presume it can be retained where it now exists and extended to other villages where such services may appear necessary.

At the time the foregoing Order was passed the Government were not in receipt of the Board's Proceedings, dated 1st August 1876, No. 1,955, submitting a portion of the information called for in G.O., dated 29th June 1876, No. 865. With reference to those Proceedings and paragraph 4 of the Nellore Collector's letter read above, the Board desire definite instructions as to the manner in which clubbed villages are to be treated in the revision of village establishments in districts in which the amalgamation has already been carried out.

2. It is understood that in future clubbing is to be restricted to depopulated villages and those in which the lands are so intermingled that the boundaries cannot well be separated and demarcated; but where the clubbing was effected some years ago, as in the Kistna District, it is not clear whether it is the wish of Government that the old villages should now be resuscitated or whether the amalgamated villages may be treated as the units. In the Kistna District clubbing was resorted to only in the Guntur portion, the number of villages being reduced thereby in Fasli 1283 from 1,341 to 1,304, whilst in Nellore the amalgamation was effected in Fasli 1284, the number of villages being reduced from 869 to 596.

Paragraph 3, Board's Proceedings, 1st August 1876, No. 1,955.

3. Another point on which orders are requested is as to whether the prohibition against clubbing extends to the formation of groups of villages for Curnams' charges. As already stated, such groups have been in existence in some districts for many years, and the continuance of this arrangement will facilitate the appointment of competent men, whilst, as the accounts of each village will be kept distinct and separate establishments can be provided as regards the other village servants, the objections which have been urged against clubbing do not apply.

4. Pending the decision of Government on these points, the Collectors of Kistna and Nellore will be directed to collect the requisite information as to the assets which will be available, which is a necessary preliminary to the preparation of schemes on Mr. Puckle's plan, and Mr. Leman will now be furnished with copies of G.Os., dated 2nd September 1875, No. 1,318, and 10th September 1875, No. 1,341, embodying the specimen schemes for Chingleput and Salem.

5. As regards the question put in paragraph 5 of Mr. Sharp's letter, the Board observe that the office of Nirganti is one of those enumerated at paragraph 7, Act IV of 1864, and that provision should be made for a servant of that class wherever his services are required and funds suffice.

(A true Copy and Extract.)

(Signed) C. A. GALTON,
Acting Secretary.

No. 3. *Proceedings of the Board of Revenue, dated 6th September* 1876, *No.* 2,282.

Read the following letter from R. K. PUCKLE, Esq., Director of Revenue Settlement, to C. A. GALTON, Esq., Acting Secretary to the Board of Revenue, dated Courtallam, 22nd August 1876, No. 3,107-89 :—

IN paragraph 5 of Proceedings, No.—, dated 2nd current, the Board referred to me Mr. Wilkinson's schemes for the revision of village establishments in the sub-division taluqs of Salem for an expression of opinion as to how far these schemes can be modified to bring them into uniformity with the views of Government, due regard being had to the efficiency of the village establishments.

2. I have consulted the Collector of Salem on the subject, and have worked up details for the Oossoor Taluq, the most difficult that has to be dealt with, with the following results.

3. The Oossoor Taluq comprises large tracts of hill and jungle, the grazing ground of the famous Oossoor breed of cattle, and so impossible was it found to demark these tracts in detail that ninety-eight villages have been left unsurveyed. These villages are thinly inhabited, and, where cultivated at all, are merely cultivated in small patches here and there. These may, I think, be left with such present establishments as they have, and it seems unadvisable to levy the service cess in them, as they have not had, and are not likely to have, a revision of land assessment,

during the term of the present settlement. Deducting these 98 villages, there still remain 404 villages to consider; 52 of these are uninhabited. Now the Government have no objection to the inclusion of uninhabited villages in those adjoining in which the cultivators reside; this should have been done on the ground at settlement, but it can now be done on paper in proposing the village establishments; this reduces the number to 352 villages; of these 196 villages are so minute that they pay less than one Rupee per mensem as service cess; it is a misnomer to call them villages; they are in reality hamlets, and, as pointed out by Mr. Wilkinson, have not had separate establishments within the memory of man; it seems almost unnecessary to appoint a separate Munsif and Taliary in each, as the service cess raised in these villages cannot be aided to any extent from the General Fund without impairing the efficiency of the establishments that will have, as it is, to be poorly paid in the remaining 156 villages. I would, on the whole, prefer to merge these 196 petty villages in those adjoining, as a special case, in this taluq; but, if the Government object to their being merged, these villages can be left as they are, and the service cess and such ready-money allowances as each village actually yields can be disbursed to a Munsif and Taliary in each, the accounting work being performed gratuitously by the Curnam of the nearest village. These small establishments would cost, say, one-third of the available assets of the service cess and General Fund of the taluq, leaving two-thirds available for apportionment in the remaining 156 ordinary villages. Now the service cess of the entire taluq amounts to Rupees 10,345 and the ready-money allowances to Rupees 11,910, total Rupees 22,2[illegible]5; if two-thirds of this sum, or Rupees 14,837, be available for the payment of establishments in 356 villages, an average allotment of Rupees 95 can be made to each village. In Trichengode the average allotment was Rupees 364 per village, but in that taluq the hamlets were properly clubbed at settlement, whereas they still stand in Oossoor.

4. Now the maximum establishment proposed for Trichengode was—

	Per Mensem.
	RS.
One Curnam	10
,, Munsif	7
,, Monegar	5
Three Taliaries, at Rupees 3 each	9
,, Vettiyans, ,, ,, 3 ,, ...	9
Total ...	40 or
Total per Annum ...	480

In Oossoor the maximum establishment that can be given is for the cusbah village of Oossoor, which yields Rupees 147 in service cess and Rupees 191 in ready-money allowances, total Rupees 338 per annum; for this—

	Per Mensem.
	RS.
One Curnam	8
,, Munsif	6
,, Monegar	4
Two Taliaries, at Rupees 2½ each	5
,, Vettiyans, ,, ,, 2½ ,, ...	5
Total ...	28 or
Total per Annum ...	336

can be provided. For the other villages establishments numerically weaker and worse paid can be provided according to assets, which average on the whole Rupees 2 for a fourth share in a Curnam who may have perhaps four villages, 3 Rupees for a separate Munsif, and Rupees 1½ each for a separate Taliary and Vettiyan.

5. Though this is the average struck on actual assets, it may be possible to adopt it as a minimum scale by supplementing the assets of this taluq from the General Surplus Fund of the district, and Rupees 4,000 or 5,000 can probably be spared for this purpose; the Darampuri and Krishnagiri Taluqs will also both need assistance from the General Fund.

6. To epitomize the foregoing, I think that, if the unsurveyed and uninhabited villages of Oossoor be excluded, the assets from service cess and the ready-money allowances now paid by Government in the remaining 352 villages supplemented as above from the General Fund of the district will provide each with a separate establishment of at least a Munsif, a Taliary, and a Vettiyan in the larger, and a Munsif and Taliary in the smaller, villages; the pay, too, that can be allotted would not be disproportionate to the duties to be performed.

7. With reference to the concluding portion of paragraph 5 of the Board's Proceedings under reply, as to whether the Board are correct in their statements regarding the effect of clubbing on the interests of the villagers concerned, I reply that the Board are quite right in supposing that the clubbing of villages, where such clubbing may have taken place for the purpose of revision of village establishments, in no way affects the communal rights of such villages, as each is separately registered and mapped at settlement and is kept distinct in the revenue accounts ever after.

SUBMITTED to Government in continuation of Board's Proceedings, dated 1st August 1876, No. 1,955, and 24th August 1876, No. 2,189.

2. Mr. Puckle now reports how far the scheme for the revision of village establishments in Oossoor can be modified so as to bring it into conformity with the wishes of Government. He states that out of 502 villages comprised in the taluq 98 were left unsurveyed because it was found impossible to demark the tracts in detail, and 52 are uninhabited, whilst 192 are so minute that they pay less than one Rupee per mensem as service cess.

He proposes to leave the unsurveyed villages with such establishments as they now possess and to exclude them from the operation of the Village Service Cess Act, to include the uninhabited villages in those adjoining in which the cultivators reside, and to merge the 196 petty villages in those adjoining as a special case, as the service cess will not provide separate establishments for them, and no considerable amount of aid can be afforded from the General Fund. Mr. Puckle states that they are in reality hamlets and have not enjoyed separate establishments of their own within the memory of man. If, however, a separate Munsif and Taliary must be provided, the proceeds of service cess and ready-money allowances in each village may be disbursed to them, the accounts being kept gratuitously by the Curnam of the nearest village. Mr. Puckle calculates that if this be done the average allotment for each of the remaining 156 villages will be about Rupees 95, which will provide a separate Munsif and Taliary and a certain proportion of the Curnam's pay. The larger villages will be able to afford separate Curnams and in some cases a Monegar as well as a Munsif. It may be possible to supplement the assets to a limited extent from the General Fund surplus of the pistrict.

3. Mr. Puckle states that the pay which can be assigned will not be disproportionate to the duties to be performed, but it is a question whether it will be possible to find men possessed of the requisite qualifications for the post of Munsif in the smaller villages, and, as the Board have already remarked, if the status of the village officers is to be raised and respectable men to be secured for the posts, clubbing to a certain extent seems inevitable. The formation of groups for Curnams' charges at any rate seems absolutely necessary and is evidently contemplated by Mr. Puckle. The Board have already inquired in the second of the Proceedings quoted above whether this will be permitted.

4. In the concluding paragraph of his letter Mr. Puckle states that the Board are correct in their assertion as to the effects of clubbing where such clubbing is resorted to for the purpose of the revision of establishments, but the Board find that they were in error in their statement that

each village retains its own rights intact where clubbing is resorted to at settlement, the Board having already decided that equal rights in the matter of durkhast, &c., must be allowed to all ryots of the new village after the amalgamation and their Proceedings of the 15th March 1875, No. 618, having been overlooked.

(A true Copy and Extract.)

(Signed) H. E. STOKES,
Acting Secretary.

No. 4.

MINUTE BY THE HON. SIR W. ROBINSON, K.C S.I.

I WOULD say that the Government approve of the instructions issued by the Board to Collectors and the Director of Revenue Settlement; and will await further report. But I would add that they scarcely recognise the distinction sought to be drawn between the clubbing of villages for Settlement purposes and clubbing them for administrative purposes; that they consider that in many respects the integrity of the ancient village constitution of the country is quite as much traversed in the one case as in the other, if not more so. I would reiterate the earnest instructions of Government that it be understood that they are most anxious to preserve and strengthen the immemorial and municipal constitution of rural society intact and undisturbed by administrative changes which must rapidly obliterate long existing usage and substitute for it something of a character wholly novel to rural life. The accounts of each village should, therefore, be kept distinct as they have subsisted for ages.

2. It may be true that in the more backward parts of each district, the village officials participate in the slow intelligence of the society they belong to, and are still illiterate. But it will be found that sufficient intelligence is to be met with for the requirements of the small population which the village servants represent and sympathise with, and it is better ever in such a case to maintain institutions which suit the state of society, and will gradually improve, than to aim at fashioning things to a standard that is in advance of the requirements of the locality; further I would add that the Government desire that a strictly conservative policy be pursued in respect to any administrative arrangements which are likely to affect the old village constitutions of the country.

3. I submit that the delay and confusion which have occurred in improving the wages of these village services, as intended by the law, have been caused by mischievous attempts to introduce violent changes in respect to an all-important national condition; and all that is required is to accept those conditions and on them to base the improvement which the Legislature has sanctioned. The Government should direct this to be forthwith effected under the instructions of the Board in every district.

4. I think that the Government should draw immediate attention to the fact that in several districts heavy and unintended taxation is going on under the provisions of the law, without the application of the proceeds being applied to their legal purpose. The action is alike illegal and oppressive on the one hand, and disappointing and unfair on the other, and should cease forthwith. All recoveries on this account should, therefore, be struck out of the puttah and not re-appear in it until the orders of Government are issued and notice of the change in the mode of remuneration of village officials has been duly notified according to law. And the Board should be required to report how far these instructions have been carried out by the end of the year.

5. In the mean time, they should instruct Collectors to push on and report their proposed schemes of improved remuneration. Any clubbing of uninhabited villages and the like which may eventually become desirable, can be carried out hereafter, when experience has shown a necessity for it.

W. ROBINSON.

No. 5. MINUTE BY THE HON. SIR W. ROBINSON, K.C.S.I.

IN Kurnool the clubbing of villages was carried out some years ago to undue excess. The action taken had to be revised as it was found that grave inconveniences, natural in the state of Native feeling, had arisen. The *status quo ante* has been restored as nearly as was necessary, and most villages have their Munsifs, &c., and have recovered their immemorial separate existence.

2. The same course should, I think, be carefully followed in those portions of Kistna and Nellore where amalgamations have been carried out, except in individual cases where strong objections exist. This may be done gradually as the necessary information for doing so is acquired by the local officers, and arrangement can be made to restore to the *status quo ante.*

3. As respects Curnamships: clubbing two or more villages under one Kurnam is not of such importance. His duties are more of a State character and revenue convenience may be consulted. Throughout the country, according to ancient usage, *Karneekams* (Accountant's charges) have comprised in many cases more than one village, and these may be maintained without the smallest violation to usage and Native sentiment. Where, therefore, public interest will be served, the practice may be occasionally extended. But it will in all cases be both convenient and proper to keep the accounts of each Village unit separate.

29th August 1876.

W. ROBINSON.

No. 6. MINUTE BY THE HON. SIR W. ROBINSON, K.C.S.I.

I would accept Mr. Puckle's revision of the Ussur taluq village establishment, made in communication with the Collector and apparently approved by the Board.

The excluded villages will gradually rise in value, &c., and their settlement may be left to our successors.

The uninhabited villages may be absorbed into their inhabited neighbours. There can be no antagonism of living men although communal rights may be somewhat impaired. For it does not hold good that because a man lives in a neighbouring village, he has not very different communal rights over the uninhabited tract which has been his immemorial grazing ground, &c., &c., or that such property is participated in by his next door neighbour of the inhabited village. But we may leave the adjustment of this for the present to these persons themselves. If the rights are imperilled he has the advantage of the village servants where he lives.

The establishments are quite enough; and will be well enough paid for the style of villages we have to deal with in the Ussur taluq. Every advance a village makes adds to the emoluments of the establishment.

I would tell the Board that the Government, while interested in appointing intelligent and respectable men to the village service, consider that, from a village point of view, men can be met with in almost every village who are fairly fit to take the small lead which such a position gives in the village society; and that even if occasionally such men be temporarily lacking, it is better to await them than to import others who have not the village interests equally at heart, are less acquainted with the people and would be more or less absentees in practice.

I would also inform the Board, with reference to the Proceedings, dated 15th March 1875, No. 618, that Government do not wish that the acknowledged rights of the villagers of immemorial villages in respect to Darkhasts and the like, be interfered with in relation to this matter. If it be desirable to make changes in respect to individual villages, it will be better to raise the question by itself for the consideration of Government.

In connection with this paper I have had the advantage of perusing carefully my Honorable colleague Mr. Ellis' remarks on Board's Proceedings, dated 24th April 1876. I am not averse to further inquiry if he desire it, though the course we should pursue is to my mind clear, more especially in regard to Nellore. There amalgamations have been very numerous under probably Mr. Rundall's

influences. But I would submit for his consideration whether the mere fact that native rural society has constituted itself from time immemorial into certain distinct communities and lived contentedly without complaint or desire for change, is not better and more assured evidence of what is suitable and convenient than the report of a young officer like the present Collector or indeed any Collector or Settlement officer—a temporary visitor for a special purpose—who may possibly be committed to the innovations on native usages on which he is called to report. It may be, and indeed generally occurs, that such communities appear uncomplaining under the dictation of a strong executive; but it does not follow that the apparently indifferent ejaculation. *Circar kahukum,* (Government's order!) means contentment and approval of a measure which sweeps away their past. Politically speaking, there can be no greater mistake than to assume that because there is no overt opposition to measures involving serious social change, therefore we are carrying the convictions and good-will—so precious to the Government—of the people with us in our meddling; quiet outward indifference grows, under the inconvenience of needless change, into quiet disapproval and discontent, for which the Government had better give no cause. I am satisfied that that only so far as we respect and comfort—they are well worthy of both—their immemorial and indigenous institutions, do we comfort the people. There can be no public gain from the disregard on the one hand or vexation of the other.

I cordially sympathize in and share my Honorable colleague's vexed memories of our Collectorate experiences with ill-paid and often over-worked village popular establishments. A further long decade of work amongst troublesome Potails and Talaris, has been mine as head of the Police.

But my Honorable colleague will, I believe, join with me in the admission that as a whole, the claims of the State on our Indian villagers and their ancient municipal establishments, have been met in a manner which justifies respect and appreciation, and rather points to improvement than to alteration or annihilation. But even, for the sake of argument, admitting shortcoming in respect to increasing State demands on these popular municipal establishments, it by no means follows that these shortcomings imply detriment to village comfort.

Indeed, it is precisely here where the serious temptation to wrong the institutions of the country occurs. Collectors want more aid and increased establishments to enable them to deal with their increasing collection, new heads of administration, forests and what not; Magistrates and Policemen want to appropriate all the watch and ward of the country; Department Public Works Officers and multiplying executives and inspectors all sides, want supplies, and so on. The fisc won't pay; so all these new and ill-defined claims are being shifted on to the villages and their municipal servants, with the usual accompaniment of increased taxation, ill-concealed contempt for the people's institutions and often ruthless demolition. I am satisfied that even under these increasing demands the best guarantee lies in adhering to the only form of institution that will work with fair comfort and ease to the country even under increasing burdens and enhanced taxation.

W. ROBINSON.

18th September 1876.

No. 7. MINUTE BY THE HON. R. S. ELLIS, C.B.

I would not do this without asking the Collectors whether any real inconvenience has resulted from clubbing. It does not seem to me to have been done at all excessively in the Kistna District (Guntur Division)—1341 reduced to 1304; in Nellore 869 to 596. The experiment has been tried for two years, and if inconvenience has resulted it should be stated. I have had experience in one district (Chingleput) where village servants, from the smallness of the villages, were underpaid and would not do any work to the great detriment of the village comfort; whereas if three or four of these had been clubbed a proper village establishment would be maintained. I would not, therefore, resuscitate if the people are contented with the new arrangement, and I would call for information on this point.

R. S. ELLIS.

3rd September 1876.

No. 8. MINUTE BY THE HON. R. S. ELLIS, C.B.

THESE papers should go to His Excellency the Governor, as I am unfortunately at variance with my honorable colleague Sir W. Robinson. I am still of opinion that information should be called for from Kistna and Nellore as to the effect of clubbing, and whether it has caused inconvenience. As regards Usur I would, as recommended, exclude from survey the 98 villages mentioned by Mr. Puckle, and would not levy the service cess in them.

2. The 52 uninhabited villages should be included with the adjoining villages where there is cultivation.

3. I consider it useless—I had almost said absurd—to give separate establishments to these 196 villages which are so minute as to pay only 12 Rupees a-year service cess, and which "have not, within the memory of man, had separate establishments." They should become adjuncts to the larger villages as regards village officials, police, and revenue, retaining, as Mr. Puckle assures us they do, their original communal rights (see end of his letter).

4. I conceive that my honorable colleague is mistaken in his view of this matter. The party that benefits by the clubbing is not the *large*, but the *small* village. The small village benefits by its union with a slightly more civilised and prosperous community, while it has the advantage of a capable village magistrate and a properly paid village police. I do not believe that these are the changes which irritate the country against the Government. It is the perpetual harassing (however kindly intended) of schemes for primary education, for increasing local taxation, and tolls, for introducing new municipalities, and taxing the people to keep up our expensive survey. These are the real irritants, and I will cordially put the drag on these improvements which are dear to my colleague, and which he pursues, in my judgment, with undue haste. As regards the present question, though I differ from Sir W. Robinson, I am supported by the Board of Revenue, by the Director of Revenue Settlement, who is one of the most experienced Revenue officers, and by the majority of our Collectors.

5. It will rest with His Excellency the Governor to pronounce.

R. S. ELLIS.

19th September 1876.

No. 9. ORDER THEREON, 1st March 1877, No. 874.

Miscellaneous.

THE Government have had under their careful consideration the several points raised by the Board on the instructions issued by Government in their Order, dated 29th June 1876, No. 865, on the subject of the clubbing of villages for survey and settlement purposes and for revision of village establishments. They are strongly opposed to the ancient and immemorial constitution of village society being traversed by administrative changes; but they observe that the separation of such villages as have been already clubbed together by survey or settlement and their resuscitation as they existed of old, appears impracticable for the following reasons.

2. The settlement has been extended in whole or in part to nine districts. In many of these the clubbing for purposes of survey and settlement which has already been effected, has formed the basis of the accounts for years past; the land has been marked, the maps lithographed, the registers printed, puttas issued, and the village and taluq accounts prepared on areas that cannot now be distinguished and separated without undoing all that has been done during the past eighteen years at a very great cost to the State. A return to the old village limits, however desirable

874/6

it may be to preserve the ancient constitution of villages, involves great expense and further annoyance to the ryot, and cannot be sanctioned. The changes already carried out in the village organization, which has subsisted for a long time, must therefore be accepted as a mere matter of financial expediency; but it is the desire of Government that in carrying out settlement operations in future or in revising village establishments, CLUBBING, except in the cases specially referred to and approved by Government, be not permitted, and that the G.O. of 29th June 1876, No. 865, should be strictly observed as far as practicable: it being borne in mind that in the more backward parts of each district it is not necessary to have establishments in advance of the requirements of the locality.

3. On this subject the following rules may be adopted for general guidance:—

I. Clubbing of villages should, if possible, not be resorted to at all; the recognized exceptions to the rule being uninhabited villages and those in which the lands are so intermingled that the boundaries cannot well be separated and demarcated.

II. The rule that in the amalgamation of villages arrangements should be so made that no villager has to travel more than one mile to lay a complaint before the Munsif should be considered an indication of the principle to be followed rather than as an actual rigid line never to be broken through.

III. A resident Munsif should, as a general rule, be provided for each village; it being understood that qualifications suited to the state of society will be found sufficient for its wants.

IV. The practice of having one Curnam for more than one village is not objectionable where the duties are such as to render the services of one person sufficient; but the accounts should be kept separately for each village.

V. All immemorial and prescriptive rights should remain with those who now have them, even after amalgamation; and should not extend to others unless there is very special reason for the extension.

VI. These Rules should be held to apply only to future operations connected with the revision of village establishments and the clubbing of villages, no retrospective effect is intended to be given to them.

4. The attention of Government has been drawn to the fact that in several districts heavy and unintended taxation is carried on under the provisions of the Village Cess Act (IV of 1864) without the proceeds being applied to their legal purpose. The practice is most objectionable and should cease forthwith unless the revision of village establishments can be undertaken and carried out at once. The Government are disposed to go so far as to order the removal of the cess from the puttas of such villages as only pay the cess but have not had the benefit of the revised establishments; and to interdict the levy of the cess till the orders of Government authorizing the imposition of the cess have been issued and the change in the mode of remuneration of village officials has been duly notified according to law. But, as such a course might give rise to misunderstanding and raise hopes of refund of all back payments and unsettle the minds of ryots, it becomes necessary to adopt measures for speedily revising the village establish-

Jour 874.1-937

ments so as to justify the levy of the cess, and give a proper return to the people who pay it.

5. It appears to Government that Mr. Puckle, who has had considerable experience in such matters, may be entrusted with the duty of revising village establishments in districts where the cess is now being collected in advance of such revision. He will accordingly be requested to commence operations at once and report what has been done in pursuance of these instructions as soon after the close of the current Fasli as possible. The Board will, on receipt of these Proceedings, submit to Government an account showing the districts and taluqs in which the village cess is collected *in advance* of the revision of village establishments, the date when the cess was introduced, and the amount collected up to 31st December 1876.

6. Mr. Puckle will conform to the instructions of Government in regard to the preservation of existing village constitutions as far as possible, to the allotment of establishments, and the determination of their strength and salaries suitably to the requirements of each locality. The scheme approved for Trichengode Taluq in Salem is a near approximation to that which the Government have in view. Mr. Puckle will adopt it as a model so far as it is in consonance with the present instructions of Government.

G. O. 10th September 1875, No. 1,341.

7. It now remains only to notice the proposals submitted by Mr. Puckle for the revision of village establishments in the Oosoor Taluq of the Salem District. The Government accept Mr. Puckle's recommendation to exclude from survey the 98 villages which are thinly inhabited, situated in hilly and jungly tracts, and possess very little cultivation. The village cess need not be levied in them, and the old village establishments may be left unchanged. The 52 uninhabited villages should be included with the adjoining villages where there is cultivation; and the 196 villages which are so minute as to pay less than 12 Rupees a year as service cess, and which Mr. Puckle says "have not, within the memory of man, had separate establishments," should become adjuncts to the larger villages as regards village officials, the villagers concerned retaining, of course, their original communal rights. But under the arrangement proposed by Mr. Puckle, the provision of a separate Munsif and Taliary for these villages seems practicable. This is accordingly sanctioned; and the Government approve of the revised establishments and the scale of pay proposed for the remaining 156 villages, as stated in the concluding portion of paragraph 2 of the Board's Proceedings, dated 6th September 1876, No. 2,282.

(Signed) D. F. CARMICHAEL,
Secretary to Government.

Exd. A. S. Rodgers.

MINUTE BY THE HON. R. S. ELLIS, C.B.

I would not do this without asking the Collectors whether any real inconvenience has resulted from clubbing. It does not seem to me to have been done at all excessively in the Kistna District (Guntur Division)—1341 reduced to 1304; in Nellore 869 to 596. The experiment has been tried for two years, and if inconvenience has resulted it should be stated. I have had experience in one district (Chinglepat) where village servants, from the smallness of the villages, were underpaid and would not do any work to the great detriment of the village comfort; whereas if three or four of these had been clubbed a proper village establishment would be maintained. I would not, therefore, resuscitate if the people are contented with the new arrangement, and I would call for information on this point.

R. S. ELLIS.

3rd September 1876.

Proof for approval

23-3-77

F

G. No. 3530. **Minute by the Hon, Sir W. ROBINSON, K.C.S.I.**

In Kurnool the clubbing of villages was carried out some years ago to undue excess. The action taken had to be revised as it was found that grave inconveniences natural ~~to~~ the state of Native feeling had arisen. ~~And now~~ the status quo ante has been restored as nearly as was necessary, and ~~all~~ villages have their Munsifs, &c., and have recovered their immemorial separate existence.

2. The same course should, I think, be carefully followed in those portions of Kistna and Nellore where amalgamations have been carried out, except in individual cases where strong objections exist. This may be done gradually as the necessary information for doing so is acquired by the local officers, and arrangement can be made to restore to the *status quo ante*.

3. As respects Curnamship, clubbing two or more villages is not of such importance. His duties are more of a State character and revenue convenience may be consulted. Throughout the country, according to ancient usage, *Karneekams* (Accountant's charges) have comprised in many cases more than one village, and these may be maintained without the smallest violation to usage and Native sentiment, ~~and~~ where public interest will be served, the practice may be occasionally extended. But it will in all cases be both convenient and proper to keep the accounts of each village unit separate.

Therefore,

29th August 1876.

W. ROBINSON.

3 revised Copies sent to Hon. W. Robinson 11-4-77

No. 6.2.7

G. O. No. 574 of 1st March 1877

REVENUE DEPARTMENT.

MINUTE BY THE HON. R. S. ELLIS, C.B.

THESE papers should go to His Excellency the Governor, as I am unfortunately at variance with my honorable colleague Sir W. Robinson. I am still of opinion that information should be called for from Kistna and Nellore as to the effect of clubbing, and whether it has caused inconvenience. As regards Usur I would, as recommended, exclude from survey the 98 villages mentioned by Mr. Puckle, and would not levy the service cess in them.

2. The 52 uninhabited villages should be included with the adjoining villages where there is cultivation.

3. I consider it useless—I had almost said absurd—to give separate establishments to these 196 villages which are so minute as to pay only 12 Rupees a-year service cess, and which "have not, within the memory of man, had separate establishments." They should become adjuncts to the larger villages as regards village officials, police and revenue, retaining, as Mr. Puckle assures us they do, their original communal rights (see end of his letter).

4. I conceive that my honorable colleague is mistaken in his view of this matter. The party that benefits by the clubbing is not the *large*, but the *small* village. The small village benefits by its union with a slightly more civilised and prosperous community, while it has the advantage of a capable village magistrate and a properly paid village police. I do not believe that these are the changes which irritate the country against the Government. It is the perpetual harassing (however kindly intended) of schemes for primary education, for increasing local taxation, and tolls, for introducing new municipalities, and taxing the people to keep up our expensive survey. These are the real irritants, and I will cordially put the drag on these improvements which are dear to my colleague, and which he pursues, in my judgment, with undue haste. As regards the present question, though I differ from Sir W. Robinson, I am supported by the Board of Revenue, by the Director of Revenue Settlement, who is one of the most experienced Revenue officers, and by the majority of our Collectors.

5. It will rest with His Excellency the Governor to pronounce.

R. S. ELLIS.

19th September 1876.

No. 618.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 15th March 1875.

Read the following letter from G. VANSAGNEW, Esq., Collector of Nellore, to H. E. STOKES, Esq., Acting Secretary to the Board of Revenue, dated 8th February 1875, No. 424 :—

IN his letter, dated 22nd December 1874, No. 1,117-178, Mr. Rundall suggested that in the cases of villages clubbed together in the Demarcation and Survey, only one set of Jummabundi accounts might be prepared if such villages had the same Curnam.

2. Hitherto, separate sets of accounts were prepared for each of such villages, and until the revision of the village establishments, the same course must be followed in those villages which have separate establishments.

3. Where amalgamated villages have the same Curnam, his writing out the same sets of forms for each would involve a great waste of time and labor without corresponding advantage. I therefore instructed the Tahsildars to act on Mr. Rundall's suggestion in preparing the Jummabundi accounts this year, in which we are introducing the new rates throughout the district.

4. The question has been raised since, whether villages, thus clubbed, should be considered as one village in all respects; that is, if a ryot of one of these villages applies for land in that village, is his claim to be preferred to that of a ryot in another of the clubbed villages, or are all the ryots of all the amalgamated villages to be considered to have equal rights as residents of one village ?

5. The fields of all the villages that have been clubbed are numbered consecutively. The demarcation field register shows the old numbers corresponding with the survey numbers. It may not be always easy to identify them, and in course of time, the identification will become most difficult, if not impossible.

6. It seems to me, however, that the rights of each of the old village communities should not be affected by any mere alteration in our accounts; and I am of opinion that these rights must be respected when they can be identified. As the question is one of some importance, I have thought it proper to submit it for the Board's orders.

ONLY one set of accounts should be prepared for each settlement village in all cases, as the separate villages have ceased to exist. Until the establishments are revised the best arrangement possible must be made for the distribution of the work when there are separate establishments belonging to the minor villages amalgamated. Equal rights in the matter of Durkhasts, &c., must be allowed to all ryots of the new village.

(A true Copy and Extract.)

(Signed) H. E. STOKES,
Acting Secretary.

To the Collector of Nellore.

Exd. W. H. French.

1875.

Board of Revenue,

MADRAS.

PROCEEDINGS, 15TH MARCH 1875, No. 618.

Encl.

Rd 2655/76

Received

G.O. 1-2-77 No. 874

MARCH.

No. 618.

Villages—clubbed together in Demarca-
on and Survey, in Nellore District.—Instruc-
ons issued to Collector regarding the prepara-
on of Jummabundi accounts for — and the
istribution of work when there are separate
stablishments belonging to the minor villages
malgamated. Opinion expressed that equal
ghts in matter of Durkhasts, &c., must be
lowed to all ryots of the new village.

Read the following papers—

8.76 B

No. 1,955.

1 PROCEEDINGS OF THE BOARD OF REVENUE, dated 1st August 1876.

Read the following papers:—

Proceedings of the Madras Government, dated 29th June 1876, No. 865, Revenue Department.

ABSTRACT.—*Clubbing of Villages.*—Passing remarks on [illegible] relating to the question of —; and requesting the Board of Revenue to report on certain points connected with the subject.

Proceedings of the Madras Government, dated 3rd July 1876, No. 898, Revenue Department.

ABSTRACT.—*Village Establishment in the Sub-division Taluqs of the Salem District.*—Remitting again to the Board of Revenue for revision their Proceedings of 31st May 1876, No. 1,433, regarding the proposed revision of the —, so as to bring the scheme into conformity with the principles approved by Government in G.O., 29th June 1876, No. 865.

THE foregoing orders relate to the question of the principles which should regulate the clubbing of villages for survey and settlement purposes and for facilitating the revision of Village Establishments. The Government object to clubbing for the mere purpose of providing a fixed and complete scale of Village Establishment according to a certain prescribed standard; express the opinion that villagers should in no case have to travel more than one mile to lay a complaint before a Munsif, and that to secure this object *resident* Munsifs should invariably be provided and desire to be informed whether, when more than one village has been placed under the same [illegible], the revenue accounts and other interests of each village are kept distinct. The Board are also required to report how far the clubbing of villages approved in their Proceedings of 21st September 1875, No. 2,640, is in accordance with the views expressed by Government, and to reconsider the schemes submitted for the sub-division of the Salem District so as to bring them into conformity with the principles enunciated in the first of the orders read above. 2

2. The Board must explain that amalgamation of villages prior to settlement and clubbing of villages for purposes of revision of Village Establishments are quite distinct. The effect of the amalgamation in the former case is that the combined villages lose their identity to some extent, only one set of accounts being maintained for the villages jointly. Each village, however, is intended to retain its own rights as regards durkhast, pasturage, &c., intact, and as a matter of fact in the majority of cases, which are submitted for the Board's approval, the ryots of the villages, which it is proposed to amalgamate have the same rights of pasturage and felling, are under the same irrigation system, and are entitled to the services of the same village officers. The villagers, as a rule, acquiesce and sometimes seem to be anxious for the change, and as the boundaries of the arable lands as formerly existing can always be recognized, so that, if necessary, the combined villages could at any time be separated again, the risk of rights being infringed is reduced to a minimum. The manner of keeping the accounts cannot affect the ryot prejudicially, and so far as he is concerned the amalgamation of very small villages does not appear open to serious objection, but where the villages had formerly separate village officers, vested rights are, no doubt, interfered 3

This will admit to be wrong [illegible] No. 6 Sept 1876 [illegible] para 4—

with to a certain extent, and some of the village servants will at the revision of establishments lose their hereditary posts, but this is unavoidable if proper remuneration is to be assigned to the holders, as funds will not suffice to maintain the same numerical scale as now exists, if any attempt is to be made to pay them decent salaries.

3. In the case of clubbing of villages for the purposes of revision of Village Establishments no communal rights are affected, as each village is still regarded as a separate revenue village, and as the Board believe, kept distinct in the accounts. The only vested interests interfered with are those of the village servants, whose number is generally reduced by the re-arrangement. The formation of the villages into groups for the purpose of placing them under one Curnam, however, is no innovation, as it has existed in some districts for many years and was introduced into the Salem District soon after the assumption of the administration by the British Government. The effect of the proposals for the Salem Sub-division is actually to increase the number of Vattams or Curnam charges, but to diminish the number of the village servants of the inferior grades. As far as the Salem District is concerned, the original village constitution seems to have been long ago interfered with, and if the status of the village officers is to be raised and respectable men to be secured for the posts clubbing to a certain extent seems inevitable. If each village throughout the Presidency is to preserve its ancient integrity, it will be impossible in some of the wilder and more jungly tracts, where a few huts constitute a village, to find men sufficiently educated for the post of Curnam and Munsif, they will have little or nothing to do, and will be miserably paid, for it is not every district that will have as large a general fund as Salem available for expenditure in the poorer villages, and it must be borne in mind that all chances of fees will cease, and that a money payment is not as highly valued as a grant of land bearing assessment of the same amount. It is not at all certain, therefore, that the future emoluments will far exceed any hitherto enjoyed, and as unremunerated service is always inefficient, and it would be impossible to assign any thing but the merest pittance in the smallest villages, the grouping of a certain number of adjoining villages was considered the best means of ensuring that the posts should carry sufficient pay to command the services of respectable men who would be induced to devote their time to the performance of their duties. If a *resident* Munsif for each village is insisted on, he must in many cases be illiterate, and, however desirable it may be to have an officer of this class resident on the spot, it is an advantage which has not been so universally enjoyed that the omission to provide a Munsif for each village should be considered a disturbance of the village organization. Many hamlets are situated at a much greater distance than a mile from the parent village, and the nine cases quoted at paragraph 3 of the Government Order are instances, as it is expressly stated by Mr. Rundall that the distances given have reference to the *old system*, and that the distance will probably be reduced under the new system.

4. It will be seen that clubbing prior to survey and settlement and the formation of groups of villages for the purpose of revising establishments are distinct, and the Board were dealing with the former only in their Proceedings of 21st September 1875, No. 2,640, but Mr. Rundall, in his reply, did not confine himself to the advantages of clubbing in facilitating and cheapening the work of the survey and settlement which was the question referred; considering that villages that were too insignificant to provide funds for a Village Establishment remunerated at the lowest rates which could well be offered would eventually be thrown together when the subject of allotting establishments came under consideration, he suggested their amalgamation at survey and the Board under the full impression that this course was approved in G.Os. dated 2nd and 10th September 1875, Nos. 1,318 and 1,341, sanctioning the adoption of Mr. Puckle's model schemes for Chingleput and Salem, accepted, as a general principle, the Acting Director's proposal that ability to maintain a minimum establishment should be taken as the limit below which it is undesirable to retain separate villages. The Board have apparently, however, misunderstood the intentions of Government.

5. The schemes for the Salem Sub-division remitted for revision do not give details of the assets of each village separately, and the Board are, therefore, unable to remodel one so as to show the result of allotting separate establishments to each village, but they understand that Mr. Puckle is about to visit Salem, and they resolve to forward the papers to him with the request that, after consulting the Collector, he will state how far the schemes can be modified so as to bring them into conformity with the views of Government, due regard being had to the efficiency of the Village Establishments. He is also requested to state whether the Board are correct in their statements regarding the effects of clubbing on the interests of the villagers concerned.

6. The Collectors of Nellore, Chingleput, Cuddapah, Salem, and Tinnevelly, who have been already instructed to frame schemes in strict accordance with Mr. Puckle's model, will now be directed to defer the submission of their proposals pending the disposal of the points now raised.

7. The clubbing of villages approved in Board's Proceedings, dated 21st September 1875, No. 2,640, is in some cases undoubtedly opposed to the principle that every village as it at present exists should continue to stand alone. In the majority of the cases, however, there appears to be no village site, and the ryots and village officers reside in the village to which the transfer is proposed to be made, whilst in a few cases detached portions of a village only are affected. The Collector of North Arcot will report whether the transfers have already been carried into effect, and should note on the recommendation roll, which will be returned to him for the purpose, whether on the principles now enunciated the clubbing in each instance is open to objection.

(A true Copy and Extract.)

Acting Secretary.

To the Secretary to Government, Revenue Department.
„ the Director of Revenue Settlement, with G. Os., dated 29th June 1876, No. 865, and 3rd July 1876, No. 898.
„ the Collector of Kistna, with do. and copy of Board's Proceedings, dated 21st September 1875, No. 2,640.
„ „ of Nellore, with G. Os., Nos. 865 and 898.
„ „ of Chingleput, with do. and copy of Board's Proceedings, dated 21st September 1875.
„ „ of North Arcot, with G. Os., and recommendation roll.
„ „ of South Arcot, with do. and copy of Board's Proceedings.
„ „ of Cuddapah, with do. and do.
„ „ of Kurnool, with do. and do.
„ „ of Salem, with G. Os.
„ „ of Tinnevelly, with do. and copy of Board's Proceedings.

Exd. A. Grubert.

G.O. 27 June/76 No. 865
3rd Aug/76 No. 896.

No. 3508.
Rev: 1876 Dept
No. 811

1876.

Board of Revenue,

MADRAS.

PROCEEDINGS, 1ST AUGUST 1876, No. 1,955.

Despd 19 Aug/76

Encl.

G.O. 2-2-77 No. 874

Received 26: Augt

AUGUST.

No. 1,955.

Clubbing of Villages—for Survey and Settlement purposes and for facilitating revision of Village Establishments.—Submitting to Government Board's views regarding effects, of —, requesting Mr. R. K. Puckle to state how far schemes for revision of establishments in Salem Sub-Division can be modified, and issuing instructions to Collectors of certain Districts on subject.

For orders.

No. 1.

d. 24/2/77
C 25 Oct/76 ... 27 Oct/76 - Recd 28/2/77
R. C. 11 Sep. R 27 Sep
28 Aug/76 R 1st Sep.

No. 2,189.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 24th August 1876.

Read the following papers :—

Proceedings of the Madras Government, dated 8th August 1876, No. 1,061, Revenue Department.

ABSTRACT.—*Village Establishments in the Kistna and Nellore Districts.*—Awaiting the Board's report called for in G.O., 29th June 1876, No. 865, regarding clubbing of villages; and observing that the preparation of schemes for the revision of — can be proceeded with on the principles enunciated in that order.

From F. R. H. SHARP, Esq., Acting Collector of Nellore, to C. A. GALTON, Esq., Acting Secretary to the Board of Revenue, dated Nellore, 3rd August 1876, No. 2,188.

IN reply to the Board's Proceedings, No. 1,737, dated 7th ultimo, directing me to report what progress has been made in the preparation of are vised scheme of Village Establishment after Mr. Puckle's model, I have the honor to state that circular instructions were issued to all the Tahsildars on the 21st March last, ordering them to submit the particulars of the assets of each village according to the old classification.

2. There are no villagewar details in my office giving any clue as regards the assets of each old village, and, as the present revision is to be based on this important information, nothing can be done by me pending the receipt of the Tahsildars' reports.

3. In connection with this subject, I may here submit the following points for the Board's orders.

4. From paragraph 2 of the Board's Proceedings, No. 1,733, dated 22nd June 1875, it appears that "every village which has hitherto enjoyed a separate existence" should be "retained as a separate unit," and that the clubbing of villages should be adopted as regards the office of Curnam only. I presume that each old village, though now clubbed with others for survey convenience, must have a separate Munsif and other village officers (Curnams excepted), except under very peculiar circumstances, such as a nominal existence only, while a Curnam may be appointed to one or more villages singly or clubbed as the work and the assets require and permit.

5. The office of Nirganti exists only in a few old villages. I presume it can be retained where it now exists, and extended to other villages where such services may appear necessary.

AT the time the foregoing order was passed, the Government were not in receipt of the Board's Proceedings, dated 1st August 1876, No. 1,955, submitting a portion of the information called for in G.O., dated 29th June 1876, No. 865. With reference to those Proceedings and paragraph 4 of the Nellore Collector's letter read above, the Board desire definite instructions as to the manner in which clubbed villages are to be treated in the revision of Village Establishments in districts in which the amalgamation has already been carried out.

2. It is understood that in future clubbing is to be restricted to depopulated villages and those in which the lands are so intermingled that the boundaries cannot well be separated and demarcated, but where the clubbing was effected some years ago as in the Kistna District, it is not clear whether it is the wish of Government that the

old villages should now be resuscitated or whether the [illegible]amated villages may be treated as the units. In the Kistna District clubbing was resorted to only in the Guntur portion, the number of villages being reduced thereby in Fasli 1283 from 1,341 to 1,30[illegible], whilst in Nellore the amalgamation was effected in Fasli 1284, the number of villages being reduced from 869 to 596.

3. Another point on which orders are requested is as to whether the prohibition against clubbing extends to the formation of groups of villages for Curnams' charges. As already stated such groups have been in existence in some districts for many years and the continuance of this arrangement will facilitate the appointment of competent men, whilst as the accounts of each village will be kept distinct and separate establishments can be provided as regards the other village servants, the objections which have been urged against clubbing do not apply.

Paragraph 6, Board's Proceedings; 1st August 1876, No. 1,955.

4. Pending the decision of Government on these points, the Collectors of Kistna and Nellore will be directed to collect the requisite information as to the assets which will be available, which is a necessary preliminary to the preparation of schemes on Mr. Puckle's plan, and Mr. Leman will now be furnished with copies of G.Os., dated 2nd September 1875, No. 1,318, and 10th September 1875, No. 1,341, embodying the specimen schemes for Chingleput and Salem.

5. As regards the question put in paragraph 5 of Mr. Sharp's letter, the Board observe that the office of Nirganti is one of those enumerated at paragraph 7, Act IV of 1864, and that provision should be made for a servant of that class wherever his services are required and funds suffice.

(True Copies and Extract.)

(Signed) C. A. GALTON,
Acting Secretary.

To the Secretary to the Government, Revenue Department.
" the Collector of Kistna District, with copies of G.Os.,
dated 2nd September 1875, No. 1,318, 10th September 1875, No. 1,341,
and 8th August 1876, No. 1,061.
" the Collector of Nellore, with copy of G.O., dated 8th August 1876, No. 1,061.

Copy to the Collector of Chingleput, with do.
" " of North Arcot, with do.
" " of South Arcot, with do.
" " of Cuddapah, with do.
" " of Kurnool, with do.
" " of Salem, with do.
" " of Tinnevelly, with do.
" Director of Revenue Settlement, with do.

Exd. T. O'Connor.

No. 2,282.

PROCEEDINGS OF THE BOARD OF REVENUE, dated 6th September 1876.

Read the following letter from R. K. PUCKLE, Esq., Director of Revenue Settlement, to C. A. GALTON, Esq., Acting Secretary to the Board of Revenue, dated Courtallam, 22nd August 1876, No. 3,107-89:—

IN paragraph 5 of Proceedings, No. —, dated 2nd current, the Board referred to me Mr. Wilkinson's schemes for the revision of village establishments in the subdivision taluqs of Salem for an expression of opinion as to how far these schemes can be modified to bring them into uniformity with the views of Government, due regard being had to the efficiency of the village establishments.

2. I have consulted the Collector of Salem on the subject, and have worked up details for the Oossoor Taluq, the most difficult that has to be dealt with, with the following results.

3. The Oossoor Taluq comprises large tracts of hill and jungle, the grazing ground of the famous Oossoor breed of cattle, and so impossible was it found to demark these tracts in detail that ninety-eight villages have been left unsurveyed. These villages are thinly inhabited, and where cultivated at all are merely cultivated in small patches here and there. These may, I think, be left with such present establishments as they have, and it seems unadvisable to levy the service cess in them, as they have not had, and are not likely to have, a revision of land assessment during the term of the present settlement. Deducting these ninety-eight villages, there still remain 404 villages to consider; fifty-two of these are uninhabited. Now the Government have no objection to the inclusion of uninhabited villages in those adjoining in which the cultivators reside; this should have been done on the ground at settlement, but it can now be done on paper in proposing the village establishments; this reduces the number to 352 villages; of these 196 villages are so minute that they pay less than one rupee per mensem as service cess; it is a misnomer to call them villages; they are in reality hamlets, and, as pointed out by Mr. Wilkinson, have not had separate establishments within the memory of man; it seems almost unnecessary to appoint a separate Munsif and Taliari in each, as the service cess raised in these villages cannot be aided to any extent from the general fund without impairing the efficiency of the establishments that will have, as it is, to be poorly paid in the remaining 156 villages. I would, on the whole, prefer to merge these 196 petty villages in those adjoining, as a special case, in this taluq, but if the Government object to their being merged, these villages can be left as they are, and the service cess and such ready-money allowances as each village actually yields can be disbursed to a Munsif and Taliari in each, the accounting work being performed gratuitously by the Curnam of the nearest village. These small establishments would cost, say, one-third of the available assets of the service cess and general fund of the taluq, leaving two-thirds available for apportionment in the remaining 156 ordinary villages. Now the service cess of the entire taluq amounts to Rupees 10,345 and the

ready-money allowances to Rupees 11,910, total Rupees 2,2[illegible], if two-thirds of this sum, or Rupees 14,837, be available for the payment of establishments in 156 villages, an average allotment of Rupees 95 can be made to each village. In Trichengode, the average allotment was Rupees 364 per village, but in that taluq the hamlets were properly clubbed at settlement, whereas they still stand in Oossoor. 15

4. Now the maximum establishment proposed for Trichengode was—

	Per mensem.
1 Curnam	RS.
1 Munsif	10
1 Monegar	7
3 Taliaries at Rs. 3 each	5
3 Vettiyans, at Rs. 3 do.	9
	9
Total ...	40 or
Total per annum ...	480

In Oossoor the maximum establishment that can be given is for the cusbah village of Oossoor, which yields Rupees 147 in service cess and Rupees 191 in ready-money allowances, total Rupees 338 per annum; for this—

16

	Per mensem.
1 Curnam	RS.
1 Munsif	8
1 Monegar	6
2 Taliaries, at Rs. 2½ each	4
2 Vettiyans, at Rs. 2½ do.	5
	5
Total ...	28 or
Total per annum ...	336

can be provided. For the other villages, establishments numerically weaker and worse paid can be provided according to assets, which average on the whole Rupees 2 for a fourth share in a Curnam who may have perhaps four villages, 3 Rupees for a separate Munsif, and Rupee 1½ each for a separate Taliari and Vettiyan.

5. Though this is the average struck on actual assets, it may be possible to adopt it as a minimum scale by supplementing the assets of this taluq from the general surplus fund of the district, and Rupees 4,000 or 5,000 can probably be spared for this purpose; the Darampuri and Krishnagiri Taluqs will also both need assistance from the general fund.

17 6. To epitomize the foregoing, I think that, if the unsurveyed and uninhabited villages of Oossoor be excluded, the assets from service cess and the ready-money allowances now paid by Government in the remaining 352 villages supplemented as above from the general fund of the district will provide each with a separate establishment of at least a Munsif, a Taliari, and a Vettiyan in the larger, and a Munsif and Taliari in the smaller villages; the pay, too, that can be allotted would not be disproportionate to the duties to be performed.

7. With reference to the concluding portion of paragraph 5 of the Board's Proceedings under reply, as to whether the Board are correct in their statements

regarding the effect of clubbing on the interests of the villagers concerned, I reply that the Board are quite right in supposing that the clubbing of villages where such clubbing may have taken place for the purpose of revision of village establishments in no way affects the communal rights of such villages, as each is separately registered and mapped at settlement and is kept distinct in the revenue accounts ever after. 18

SUBMITTED to Government in continuation of Board's Proceedings, dated 1st August 1876, No. 1,955, and 24th August 1876, No. 2,189.

2. Mr. Puckle now reports how far the scheme for the revision of village establishments in Oossoor can be modified so as to bring it into conformity with the wishes of Government. He states that out of 502 villages comprised in the taluq ninety-eight were left unsurveyed, because it was found impossible to demark the tracts in detail, and fifty-two are uninhabited, whilst 192 are so minute that they pay less than one rupee per mensem as service cess.

He proposes to leave the unsurveyed villages with such establishments as they now possess and to exclude them from the operation of the Village Service Cess Act, to include the uninhabited villages in those adjoining in which the cultivators reside, and to merge the 196 petty villages in those adjoining as a special case, as the service cess will not provide separate establishments for them, and no considerable amount of aid can be afforded from the general fund. Mr. Puckle states that they are in reality hamlets and have not enjoyed separate establishments of their own within the memory of man. If, however, a separate Munsif and Taliari must be provided, the proceeds of service cess and ready-money allowances in each village may be disbursed to them, the accounts being kept gratuitously by the Curnam of the nearest village. Mr. Puckle calculates that if this be done the average allotment for each of the remaining 156 villages will be about Rupees 95, which will provide a separate Munsif and Taliari, and a certain proportion of the Curnam's pay. The larger villages will be able to afford separate Curnams and in some cases a Monegar as well as a Munsif. It may be possible to supplement the assets to a limited extent from the general fund surplus of the district. 19

3. Mr. Puckle states that the pay which can be assigned will not be disproportionate to the duties to be performed, but it is a question whether it will be possible to find men possessed of the requisite qualifications for the post of Munsif in the smaller villages, and as the Board have already remarked, if the status of the village officers is to be raised and respectable men to be secured for the posts, clubbing to a certain extent seems inevitable. The formation of groups for Curnams' charges at any rate seems absolutely necessary and is evidently contemplated by Mr. Puckle. The Board have already inquired in the second of the Proceedings quoted above whether this will be permitted.

4. In the concluding paragraph of his letter, Mr. Puckle states that the Board are correct in their assertion as to the effects of clubbing where such clubbing is resorted to for the purpose of the revision of establishments, but the Board find that they were in error in their statement that each village retains its own rights intact where clubbing is resorted to at settlement, the Board having already decided that equal rights in the 20

21

874/16

matter of durkhast, &c., must be allowed to all ryots of the new village after the amalgamation and their Proceedings of the 15th March 1875, No. 618, having been overlooked.

(A true Copy and Extract.)

(Signed) E. STOKES,
Acting Secretary.

To the Secretary to Government, Revenue Department,
with Copy of Board's Proceedings, dated 15th March 1875, No. 618.
,, the Director of Revenue Settlement, with do.
Copy to the Collector of Salem, with do.
,, ,, ,, of Kistna, with do.
,, ,, ,, of Nellore, with do.
,, ,, ,, of Chingleput, with do.
,, ,, ,, of North Arcot, with do.
,, ,, ,, of South Arcot, with do.
,, ,, ,, of Cuddapah, with do.
,, ,, ,, of Kurnool, with do.
,, ,, ,, of Tinnevelly, with do.

Exd. W. J. Lewis.

Copy
N. 3695/76

1876.
Board of Revenue,
MADRAS.

PROCEEDINGS, 6TH SEPTEMBER 1876, No. 2,282.

Encl.

Received

SEPTEMBER.
No. 2,282.

Village Establishments—in Oossoor Taluq, Salem District.—Submitting, with Board's views, report of Director of Revenue Settlement as to how far scheme for revision of — can be modified so as to bring it into conformity with the wishes of Government.

Copy.
No 3530/76

1876.

Board of Revenue,

MADRAS.

PROCEEDINGS, 24TH AUGUST 1876, No. 2,189.

Encl.

Received

AUGUST.

No. 2,189.

Village Establishments—in districts in which amalgamation has already been carried out.—Requesting orders as to the manner in which clubbed villages should be treated in revision of —, and as to whether prohibition against clubbing extends to formation of groups of villages for Curnams' charges; and issuing instructions to Collectors of Kistna and Nellore on subject.

18

Board's Proceedings of 1st Augt 1876

Minute

I would say that the Government approve of the instructions issued by the Board to Collectors and the Director of Revenue Settlement and await further report. But I would add that they scarcely recognize the distinction sought to be drawn between the clubbing of villages for settlement purposes and for administrative purposes, and consider that in many respects the integrity

I am somewhat at variance with my Hon'ble Colleague Sir W. Robinson & I would issue no further instructions regarding clubbing villages till we have the further information promised. The delay will not cause inconvenience & we shall be better able to judge what instructions are necessary. MC

Note
This information has been since furnished — vide Procdgs No 6 d. 24–8–76 No 2282

integrity of the ancient village Constitution of the Country is quite as much traversed in the one Case as in the other if not more so.

I would reiterate the earnest wishes of
The first: ~~that~~ it to be understood that they are most anxious to preserve & strengthen the immemorial and municipal Constitution of rural Society intact and undisturbed by administrative changes which must rapidly obliterate long existing usage and substitute local unions of a character wholly novel to rural life - Except for very cogent reasons. The accounts

The first reiterate
institutions

accounts of Each Village Should therefore be kept distinct as they have Subsisted for ages.

It may be true that in the more backward parts of Each District the Village Officials participate in the Slow intelligence of the Society they belong to and are Still illiterate. But it will be found that Sufficient intelligence is to be met with for the requirements of the Small population which the Village Servants represent and Sympathise with, and it is better Even in Such a Case to maintain institutions which suit the State of Society and will gradually improve them to aim at fashioning things to a standard that is in advance of the requirements of the locality and are adapted. The Government ~~therefore~~ desire that for all purposes a strictly Conservative policy be pursued in respect to any administrative arrangements which are likely to affect the old village Constitutions of the Country.

I submit that the delay & confusion which

which have occurred in improving the ways of these Village Services as intended by the Law have been caused by mischievous attempts to introduce violent changes in respect to an all important National Condition and all that is required is to accept those conditions and on them to base the improvement which the Legislature has sanctioned, and this the Govt. might direct to be forthwith effected under the instructions of the Board in Every District :

I think that the Govt: should draw immediate attention to the fact that in Several Districts heavy & unintended taxation is going on under the provisions of the Law without the application of the proceeds being applied to their legal purpose. The action is alike illegal and oppressive on the one hand & disappointing and unfair on the other and should cease forthwith. AH

Recoveries

I agree that attention should be called to this question - & I would not impose taxation unless it is applied as intended by the Law. — RM

Recoveries on this account should therefore be struck out of the Puttahs and not reappear until the orders of Govt: are issued and notice information of the change in the mode of remuneration of Village officials has been duly notified according to Law. And the Board should be required to report how far these instructions have been carried out by the End of the year.

In the meantime they should instruct

Collectors to push on their schemes of improved remuneration without undue clubbing; which can be carried out hereafter, when experience has shown a necessity for it, which cannot be fully gained.

No 4

No. 4.—

C-11: Sep/78 R 27: Sep 2

or report

1.

Yes. Agree to this extent JM

B (24/)

C Robinson

3 revised copies sent to Hon Sir W. Robinson 11-4-77

Rev. D

G. O. No: 874 d/ 1st March 1877

874
24

C-N. 3530.

Bd Pro: 24 Aug 1876.

Minute

In Kurnool the clubbing of villages was carried out some years ago to undue excess. The action taken had to be revised as it was found that grave inconveniences natural to the state of native feeling had arisen. And now the Status quo ante, has been restored as nearly as was necessary and all villages have their munsifs &c and have recovered their individual immemorial Separate Existence.

The Same Course should I think be carefully followed in those portions of Kistna and Nellore where amalgamations have been carried out — Except in individual cases where strong objections exist. This may be done gradually as the necessary information for doing so is acquired by the local officers and arrangements can be made to restore to the Status quo Ante.

As respects Kurnam-ship, clubbing two or more villages is not of such importance. His duties are more of a State character and Revenue Convenience may be consulted. — Throughout the Country according to ancient usage Kurnukkams — (Accountants charges) have comprised in many cases more than one Village and these may be maintained without the smallest violation to usage & natural sentiment, & where public interests will be served the practice may be occasionally extended. But it will in all cases be both convenient and

I would not do this without asking the Col-lectors whether any real inconvenience has resulted from clubbing. It does not seem to me to have been done at all excessively ~~[illegible]~~ in the Kistnah district (Guntur division) 1341 reduced to 1264. — In Nellore 869 to 596. The experiment has been tried for two years and if inconvenience has resulted it should be stated. I have had experience in one district Chingleput where village servants from the smallness of the villages were under-paid & would not do any work to the great detriment of the village comfort whereas if 3 or 4 of these had been clubbed a proper village Est. would be

and proper to keep
the accounts of each
village must separate
2/9 N B Robinson
N B See also minute
of 1879

maintained. I wd. rather
therefore reinstate it if
the people are contented
with the new arrange-
-ment. & I wd. call
for information on
this point
W.L.
3/9

3 received copies sent to Mr. Robinson 11-6-77

C. 11 Sept 76 R. 11 Dec.

G.O. No. 874 of 1st March 1

I had almost said absurd, to give separate establishments to these 196 villages wh. are so minute as to pay only 12 Rs a year revenue ap.* They should become adjuncts to the larger villages as regards village officials, police & revenue, ~~and~~ retaining as Mr. Puckle agrees as they do, their original communal rights — see Each of his letter. Considering that my hon'ble colleague is mistaken in his view as regards these Ind. as recommended, exclude from survey the 98 villages mentioned by Mr. Puckle & would not levy the survey cess upon them. The 82 uninhabited villages should be [illegible] included with the adjoining villages where there is cultivation. I consider it useless

* & wh. have not, within the memory of man, had separate establishments.

of this [illegible] [illegible]. The party that benefits by the club-bing is not the large but the small village The small village benefits by its union with a highly more civilized & prosperous community - while it has the advantage of a capable village [illegible] & a properly [illegible] village police. I do not believe that there are the changes [illegible] [illegible] the country against the Govt. It is the perpetual harassing

(however kindly intended)
of schemes for promoting education - for increasing local taxation - & tolls - for introducing new municipalities & taxing the people to keep up an expensive survey - These are the real irritants - and I will cordially put the drag on these improvements which are dear to my colleague & which he pursues, in my judgment, with undue haste.
As regards the present question, tho' I differ from Sir W. Robinson I am supported by the Bd. of Revenue by the Dir of Revd. Settt. who is our most experienced Rev Officer, and by the majority of our Collectors -
It will rest with H.E. the Governor to pronounce - R.E. - 19/9 -

FOR ORDERS.

No. 3695

From Pr. : Bd. of Rev

Dated 6 Sept

FOR ORDERS.

See Minute
19/9 [illegible]

These papers should go to H.E. the Governor as I am unfortunately at variance with my [illegible] Colleague Sir W. Robinson.
I am still of opinion that information sh'd be called for, from Kistnah & Nellore as to the effect of clubbing & whether it has caused inconvenience -

---

Revenue Department.

Proceedings of the Board of Revenue

Dated 6th September 1879
Read the following

No: $\frac{3107}{89}$.

From.
The Director of
Revenue Settlement.
To.
The Secretary to the
Board of Revenue
Madras.

Sir.

In para 5 of Proceedings, No:- dated 2nd current the Board referred to me Mr. Wilkinson's schemes for the revision of Village Establishments in the Sub-division Talugs of Salem for an expression of opinion as to how far these schemes can be modified to bring them into uniformity with the views of Government, due regard being had to the efficiency of the Village establishments.

2. I have consulted the Collector of Salem on the subject and have worked up details for the Usur Taluq, the main difficult that has to be dealt with, with the following results.

3. The Hosur Taluq comprises large tracts of hill and jungle, the grazing ground of the famous Hosur breed of cattle, and so impossible was it found to demark these tracts in detail that 98 villages have been left unsurveyed. These villages are thinly inhabited and where cultivated at all are merely cultivated in small patches here and there. These may, I think, be left with such present establishments as they have, and it seems inadvisable to levy the Service Cess in them, as they have not had, and are not likely to have a revision of land assessment during the term of present settlement. Deducting these 98 villages there still remain 404 villages to consider. 52 of these are uninhabited. Now the Government have no objection to the inclusion of uninhabited villages in those adjoining in which the cultivators reside. this should have been done on the ground at settlement, but it can now be done on paper in proposing the village establishments. this reduces the number to 352 villages. Of these 196 villages are so minute that they pay less than 1 Rupee per mensem as Service Cess. It is a misnomer to call them villages they are in reality hamlets and as pointed out by Mr. Wilkinson have not had separate establishments within the memory of man. It seems almost unnecessary to appoint a separate Munsiff and Talian in each as the Service Cess raised in these villages cannot be aided to any extent from the General Fund without impairing the efficiency of the establishments that will have, as it is the poorly paid in the remaining 156 villages. I would on the whole prefer to merge these 196 petty villages in those adjoining as a special case in this taluq, but if the Government object to their being merged these villages can be left as they are and the Service Cess and such ready money allowances

as each village actually yields can be disbursed to a munsiff and taliari in each, the accounting work being performed gratuitously by the Curnam of the nearest village. These small establishments would cost say $\frac{1}{3}$ of the available assets of the Service Cess and general fund of the taluq — leaving ~~the~~ $\frac{2}{3}$rds available for apportionment in the remaining 156 ordinary villages. Now the Service Cess of the entire taluq amounts to Rs 10,345, and the ready money allowances to Rs 11,910, to total Rs 22,255. If $\frac{2}{3}$rds of this sum or Rupees 14,837, be available for the payment of establishments in 156 villages, an average allotment of 95 Rupees can be made to each village. In Trichengode the average allotment was Rupees 364, per village but in that taluq the hamlets were properly clubbed at settlement whereas they still stand in Usur.

156) 14856 (95
1404
796

4. Now the maximum establishment proposed for Trichengode was —

1 Curnam at 10 Rs per mensem.	
1 Munsiff	7
1 Nirnegar	5
3 Taliaries at 3 each	9
3 Vettiyan at do	9

Total Rs 40 per mensem or Rs 480 per annum.

In Usur the maximum establishment that can be given is for the Cusbah village of Usur, which yields Rs 147 in Service Cess, and Rs 191 in ready money allowances total Rs 338 per annum, for this.

1 Curnam	at	Rs 8 per mensem.
1 Munsiff	at	6
1 Nirnegar	at	4
2 Taliaries at 2½ each		5
2 Vettians do		5

Total Rs 28 per mensem, or Rs 336 per annum can be provided. For the other villages establishments necessarily weaker and worse paid can be provided according to assets which average on the whole 2 Rs for a fourth share in a Curnam, who may have perhaps 4 villages, 3 Rs for a separate Munsiff, and 1½ R. each for a separate taliari & vettian

5. Though this is the average, struck on actual assets, it may be possible to adopt it as a minimum scale by supplementing the assets of this taluq from the

general surplus fund of the district and Rs 4000 or 5000 can probably be spared for this purpose: the Dharmapuri and Kistnagiri taluqs will also both need assistance from the general fund.

6. To epitomize the foregoing, I think that, if the unsurveyed and uninhabited villages of them be excluded, the assets from Service cess and the ready money allowances now paid by Government in the remaining 352 villages supplemented as above from the general fund of the District will provide each with a separate establishment of at least a munsiff, a taliari and a vettian in the larger and a munsiff and a taliari in the smaller villages. The pay to that can be allotted would not be disproportionate to the duties to be performed.

7. With reference to the concluding portion of para 5 of the Bd's Procgs, under reply as to whether the Board are correct in their statements regarding the effect of clubbing on the interests of the villages concerned, I reply that the Board are quite right in supposing that the clubbing of villages here such clubbing may have taken place for the purpose of revision of village establishments in no way affects the communal rights of such villages, as each is separately registered and mapped at settlement & is kept distinct in the revenue accounts ever after.

Rev: Settlt Office, on circuit
[illegible], [illegible]
22nd August 1876

I have &c
(sd) R. K. Puckle
Dir. of Rev: Settlt

Submitted to Government in continuation of Board's Proceedings dated 1st August 1876, No 1955, and 24th August 1876, No 2189

2. Mr Puckle now reports how far the scheme for the revision of village establishments in Oosoor can be modified, so as to bring it into conformity with the wishes of Government. He states that out of 502 villages comprised in the Taluq 98 were left unsurveyed because it was found impoſsible to demark the tracts in detail, and 52 are uninhabited, whilst 192 are so minute that they pay leſs than one Rupee per Mensem, as service ceſs. He proposes to leave the unsurveyed villages with such establishments as they now poſseſs and to exclude them from the operation of the Village Service Ceſs Act, to include the uninhabited villages in those adjoining in which the cultivators reside and to merge the 196 petty villages

in those adjoining as a special case, as the Service Cess will not provide separate establishments for them, and no considerable amount of aid can be afforded from the General fund. Mr. Puckle states that they are in reality hamlets and have not enjoyed separate establishments of their own within the memory of man. If, however, a separate Munsiff and taliari must be provided the proceeds of service cess and ready money allowances in each village may be disbursed to them, the accounts being kept gratuitously by the Curnam of the nearest village. Mr. Puckle calculates that if this be done the average allotment for each of the remaining 156 villages will be about Rupees 95, which will provide a separate Munsiff and taliari, and

87/12

and a certain proportion of the Curnam's pay. The larger villages will be able to afford separate Curnams and in some cases a Monegar as well as a Munsiff. It may be possible to supplement the assets to a limited extent from the general fund surplus of the District.

3. Mr. Puckle states that the pay which can be assigned will not be disproportionate to the duties to be performed, but it is a question whether it will be possible to find men possessed of the requisite qualifications for the post of Munsiff in the smaller villages, and as the Board have already remarked if the status of the village officers is to be raised and respectable men to be secured for the posts clubbing to a certain extent

If the [illegible] has been noted (?) we had better not impose them – they have no interest [illegible] the vill. & will be [illegible] or [illegible] ([illegible]).

extent seems inevitable. The formation of groups for curnam's charges at any rate seems absolutely necessary and is evidently contemplated by Mr. Puckle. The Board have already enquired in the second of the Proceedings quoted above whether this will be permitted.

4. In the concluding para of his letter Mr. Puckle states that the Board are correct in their assertion as to the effects of clubbing where such clubbing is resorted to for the purpose of the revision of Establishments, but the Board find that they were in error in their statement that each village retains its own rights intact, where clubbing is resorted to at settlement, the Board having already decided that equal rights in the matter of durkhast &c. must be allowed to all ryots of the new village after the amalgamation

amalgamation

87½

amalgamation, their Proceedings of the 15th March 1875, No. 618, having been overlooked.

True Copy & Extract

Ag Secretary

To

The Secretary to Government

Revenue Department with copy of Board's Proceedings dated 15th March 1875, No. 618.

Compd W.L.

Rev: No. 3655: Dated
Proceedings of the
Board of Revenue
Dated 6 September 1876
Recd 18/24
G.O. 3 - D No. 5094

submitting to Govt. in
continuation of Board's Pro.
noted within, letter from
Director of Revenue Settle-
ment expressing an opinion
regarding the revision of
village establishment
of the subdivision taluqs
of the Salem Dist.

No. 3
21st Sept 1876
4496: R 13: Nov

Revenue Depart.

Proceedings of the Board of Revenue

dated. 24 Augt 1876.

Read Proceedings of the Madras Government Revenue Department dated 8 August 1876 No. 1861, stating that the preparation of schemes for the revision of Village establishments in Nellore and Kistna Districts can be proceeded with on the principles enunciated in G.O. 29 June 1876 No. 865, and awaiting the Board's report called for therein.

Read also the following

No.

From No. 2188

F. R. H. Sharp Esq

Acting Collector of Nellore

To

C. A. Galton Esq

Acting Secretary to the

Board of Revenue Madras

Sir,

In reply to the co Board's Proceedings No. 1737 dated 7 ultimo, directing me to report what progress has been made in the preparation of a revised scheme of village establishment after Mr Puckle's model, I have the honor to state that circular instructions were issued to all the Tahsildars on the 21st March last, ordering them, to submit the particulars of the assets of each village according to the old classification.

2 There are in village no details in my office giving any clue as regards the assets of each old village, and as the present revision is to be based on this important information, nothing can be done by me pending the receipt of the Tahsildar's reports.

3 In connection with this subject, I may here submit the following points for the Board's orders

From

4. From para 2 of the Board's Proceedings No. 1733, dated 22nd June 1875, it appears that "every village which has hitherto enjoyed a separate existence" should be "retained as a separate unit", and that the clubbing of villages should be adopted as regards the office of Kurnam only. I presume that each old village, though now clubbed with others for Survey convenience, must have a separate Munsiff and other village officers (Kurnams excepted), except under very peculiar circumstances, such as a nominal existence only; while a Kurnam may be appointed to one or more villages singly or clubbed as the work and the assets require and permit.

5. The office of Neerkatti exists only in a few old villages. I presume it can be retained where it now exists, and extended to other villages where such services may appear necessary.

Nellore Collector's Office } I have &c
3rd August 1876 } (Sigd) E.A. Sharp
Despd. 4th do } Acting Collector

At the time the foregoing order was passed, the Government were not in receipt

of the Board's Proceedings
dated 1st August 1876 No.
1955 submitting a portion of
the information called for
in G. O. dated 29 June 1876
No. 865. With reference to these
Proceedings and para. 4 of
the Nellore Collector's letter
read above, the Board desire
definite instructions as to
the manner in which clubbed
villages are to be treated
in the revision of Village
establishments in Districts
in which the amalgamation
has already been carried
out.

2 It is understood
that

that in future clubbing is
to be restricted to depopulated villages and those
in which the lands are so
intermingled that the boundaries cannot well be separated and demarcated;
but where the clubbing was
effected some years ago as in
the Kistna District it is not
clear whether it is the wish
of Government that the old
villages should now be resuscitated or whether the amalgamated villages may be
treated as the units. In the
Kistna District, clubbing
was resorted to only in the
fun-

Greater portion the number of villages being reduced thereby in Fusli 1283 from 1341 to 1304 whilst in Nellore the amalgamation was effected in Fusli 1284, the number of villages being reduced from 869 to 596.

3. Another point on which orders are requested is as to whether the prohibition as against clubbing extends to the formation of groups of villages for Curnams' charges. As already stated such groups have been in existence in some districts for many years and the continuance of this arrangement will facilitate the appointment of competent men, whilst, as the accounts of each village will be kept distinct and separate establishments can be provided as regards the other village servants, the objections which have been urged against clubbing do not apply.

Para. 3 Bd's Pro. 1st Augt 1876 No. 1955

4. Pending the decision of Government on these points the Collectors of Kistna and Nellore will be directed to collect the requisite information as to the assets which will be available,

which is a necessary preliminary to the preparation of Schemes on Mr Puckle's plan, and Mr Lemans will now be furnished with Copies of G. Os dated 2nd September 1875 No 1318, and 10 September 1875 No 1341 embodying the specimen scheme for Chingleput and Salem.

5 As regards the question put in para. 5 of Mr Sharpe's letter, the Board observe that the Office of Nirganti is one of those enumerated at para. 7 Act II of 1864 and that provision should

should be made for a stipend of that class whenever his services are required and funds suffice.

(True Copy and Extract)

C. A. Elton
Ag Secretary

To
The Secretary to
Government R. D.

Exd
C.B.

G.O 2 September 75 No 33-34
10 — " — 78-79
29 June 76 — 290-93
8 Aug — " — 62-63

No 3530
Rev: 1876: Dept
No 838
Proceedings of the
Board of Revenue

Dated 24 Aug 8 1876
Recd 28th " "
Dept 24

61-3-77 No 874

Village establishments —

in districts in which amalgamation has already been carried out — Regl. instructions as to the manner in which clubbed villages are to be treated in revision of — and as to whether prohibition against clubbing extends to formation of groups of villages for Karnam's charge

No 7. —

RC 29/7/76 R Sep 12/77
R.C. 31 Sep R 11 Mar
R 4 Sep
C. 28 Aug/76 R 30 Aug

Revised draft

G.O in accordance with Mr Tuckle's D.O

---

1 The Government have ^patiently^ under their careful consideration the several points raised by the Board on the instructions issued by Government in their order dated 29th June 1876, No 845 on the subject of the clubbing of villages for survey and settlement purposes and for revision of village establishments

The separation of such villages as have been clubbed together by Survey or Settlement, appears impracticable for the following reasons.

2. The settlement has been extended in whole or in part to 9 Districts — In many of these the clubbing for purposes of Survey and Settlement which has already been effected has formed the basis of the accounts for years past, the land has been marked, the maps lithographed, the Registers printed,

Puttahs

Puttahs issued and the villages and Yearly accounts prepared on areas that cannot now be distinguished and separated without undoing all that has been done during the past 18 years at a very great cost to the State. A ~~reversio~~ return to the old village limits however desirable it may be to preserve the ancient constitution of villages involves great expense and further annoyance to the ryot, and

Cannot be sanctioned. The changes already carried out in the village organization which had subsisted for a long time must therefore be accepted as a mere matter of financial expediency; but it is the earnest desire of Government that in carrying out settlement operations in future or in revising village establishments, clubbing, except in the cases specially referred to and approved by Government, ought not to be permitted

permitted; and the G.O. of 29 June 1876, No 865 strictly observed as far as practicable, it being borne in mind that in the more backward parts of each District, it is not necessary to have establishments in advance of the requirements of the locality and that village officials participating in the slow intelligence of the society they belong to are not out of place; and that it is not necessary to replace them by more intelligent men from other places.

4. The attention of Government has been drawn to the fact that in several Districts heavy and unintended taxation is carried on under the provisions of the Village Cess Act (IV of 1864) without the proceeds being applied to their legal purpose. The practice is most objectionable and should cease forthwith unless the revision of Village establishments

establishments

This is a strong denunciation of past conduct. What is the amount now to credit? B.C.

Exact amount not known except that it is large. The list will be asked. D.S. 26/2/7

establishments can be undertaken and carried out at once. The Government are disposed to go so far as to order the removal of the Cess from the Puttahs of such villages as only pay the Cess but have not had the benefit of the revised establishments; and to interdict the levy of the Cess till the orders of Government authorizing the imposition of the Cess have been issued and the

the change in the mode of remuneration of village officials has been duly notified according to Law. But as such a course might give rise to misunderstanding and raise hopes of refund of all back payments and unsettle the minds of Ryots, it becomes necessary to adopt measures for speedily revising the village establishments so as to make the levy of the Cesses legal and give a

proper

proper return to the people who pay it. It appears to Government that Mr Puckle who has had considerable experience in Such matters may be entrusted with the duty of revising village establishments in Districts where the Cess is now being Collected in advance of such revision. He will accordingly be requested to commence operations at once and report what has been done in pursuance of these instructions as soon after the close of the current Fasli as possible.

He will conform to the instructions of Government in regard to the preservation of existing village constitutions as far as possible; to the allotment of establishments and the determination of their strength and salaries suitably to the requirements of each locality.

G.O. 10 September 1875 No 1341

The scheme approved for Trichengode is a near approximation to that which the Government have in view. Mr Puckle will adopt it as a model so far as it is in consonance with the instructions of Government.

G.O. 10 September 1875 No 1341

JM

Fo 1-8-77 N 874

Read Board's Proceedings dated
1st August 1876 No 1955

The Government approve the instructions issued by the Board to Collectors & the Director of Revenue Settlement & await further report.

They observe however that they scarcely recognize the distinction between the clubbing of villages for settlement purposes & for administrative purposes & consider that in many respects the integrity of the ancient constitution of the country is quite as much trenched on in the one case as in the other, if not more so. The Government reiterate their instructions to preserve & strengthen the immemorial

JWM
25/10

I unfortunately differ from my Hon. Colleagues on the question of clubbing – which if done with care is to my mind an advantage. I think we had better wait before passing orders on [illegible]

& municipal constitution of rural society intact & undisturbed by administrative changes, & the substitution in their stead of local unions of a novel character — except for very cogent reasons must be deprecated. The accounts of each village should therefore be kept distinct as they have subsisted for ages —

It may be true that in the more backward parts of each district, the village officials participate in the slow intelligence of the country they belong to & are semi-illiterate. But it will be found that sufficient intelligence is to be met with for the requirements of the small population which the village servants represent & sympathise with; & it is better

deprecate them by

on this subject till H.E. the Governor's return —

even in such a case to maintain institutions which suit the state of society & which gradually improve, than to run at each [illegible] up to a standard in advance of the requirements of the locality. The Government desire that for all purposes a strictly conservative policy be pursued in respect to any administrative arrangements which are likely to affect the old village constitutions of the country.

The Government desire to draw attention to the fact that in some districts heavy & unauthorised taxation is carried on under the provisions of the Village Cess Act (IV of 1864) without the proceeds being applied

I agree to this part of draft

to their legal purpose. The practice is a most objectionable & should cease forthwith. The entries in the Puttah for such villages as pay the Cess, with [illegible] not had be the [illegible] of the revised establishments sh be struck out; & sh not be allowed to re-appear till [illegible] orders of Government [illegible] the imposition of the Cess are issued & the change in the mode of remuneration of village officials has been duly notified according to law. The [illegible]

[illegible] for these [illegible]

[illegible] have been

[illegible] by the end of the year.

Meanwhile the Collectors sd be instructed to push on & report their proposed schemes of improved remuneration without undue clubbing; whic

which can be carried out hereafter upon experience has shewn a necessity for it which cannot be fairly gainsaid.

of the

nstitutions

ossible.

P 1-5-77 No 874

Revenue Dept

Memo for the orders of His Grace the Governor

The Govt in their order of 29 June 56 No 865 laid down the principles which should govern the process of amalgamating villages for settlement and administrative purposes. They are briefly.

1. The preservation of the ancient village constitutions intact as far as possible. the principle of clubbing villages simply to provide a decent salary to the

village servants being approved, & clubbing authorized only in the case of depopulated villages & villages nominally distinct but so intermingled one with another that their boundaries cannot be separated or demarcated.

2. Regard should be had to the distance of the outlying village from the mother village with which it is proposed to be amalgamated; care being taken that no villager has

to

to travel more than a mile to lay a complaint before the Moonsiff.

3. There should be a resident Moonsiff in such village to carry out effective sanitary & other measures that may become necessary.

In the same order the Gov. desired to know whether more than one village tracts has been placed under the same curnam under the re-organization already ordered, & whether the revenue accounts & other

other interests of each village are kept distinct &c.

In their Procee:dings 15 August 1876 No [illegible] the Board explain distinctly that the amalgamation of villages prior to settlement & clubbing of villages for purpose of [illegible]vision of village establishments are quite distinct, that in the former case the combined villages lose their identity to some extent, only one set

Not always then

set of accounts being maintained for the villages jointly but that this cannot affect the ryot prejudi:cially, who generally ac:quiesces in the change & is sometimes even anxious for it; that if each village is to preserve its ancient integrity, it will be impossible in some wild & jungle tracts to find men sufficiently educated for the posts of curnam & moonsiff, their emoluments must be miserably low; & if a resident moonsiff

for each village is insisted on, he must in many cases be illiterate, & that under the existing organi:
:zation, some of the villages never had any resident Moonsiffs & many hamlets are situated at a much greater distance than a mile from the parent village. The Board after making these observa:
:tions direct the Collectors of Nellore, Chingleput, Cuddapah, Salem and Tinnevelly, who have been instructed to frame schemes in accordance with those

prepared

G.O. 2d & 10 Septr /55
Nos 1318 & 1341

prepared by Mr Puckle for Chingleput & Salem & sanctioned in the G.O. marginally noted, to defer the submission of their proposals pending the disposal of the points raised by them.

The Board's Procee:
:dings are in effect a remonstrance against the G.O. dated 29 June [illegible] No. 865 & point out how far it is opposed to pre:
:vious instructions & orders & how far the actual condition & circumstances of certain villages are

different from what is contemplated in the G.O. The Honorable Sir W. Robinson has recorded a minute thereon, stating that G.O. should repeat the instructions regarding the integrity of the ancient village constitutions being left undisturbed; that altho' in some of the more backward parts of each Dist^t. the village officials may participate in the slow intelligence of the

society.

society they belong to & are still illiterate, their intelligence will be found sufficient for the requirements of the small population whom they represent & with whom they sympathise & that it is better to maintain institutions which suit the state of society than aim at fashioning things to the standard in advance of the requirements of the locality.

From this view the Honorable R. S. Ellis entirely dissents. He says that the clubbing of villages, if done with care is an advantage

rather than the reverse
& would await expression
of opinion on the subject
by His Grace the Governor.
He, however, agrees with
Sir William in considering
that the heavy & unintended
taxation carried on
under the provisions of
the Village Cess Act
(IV of 1864) without the
proceeds being applied
to their legal purpose
viz. the payment of
suitable salaries to
carefully revised village
establishments, should
be

be put a stop to at
once, & the Collectors
should be told to push
on & report their pro-
:posed schemes of im-
:proved remuneration to
village officers without
undue chubbing, which
can be carried out
hereafter when expe-
:rience has shewn
a necessity for it
which cannot be
fairly gainsaid.

A draft order
in accordance with

Sir Wm Robinson's views was prepared and circulated; but His Grace has not noted his ~~opinion~~ on it; while Sir William has passed it, & the Honorable Mr Ellis ~~has~~ only approved of a portion as above stated. Subsequently however the question was reconsidered by the Honorable Sir William Robinson in communication with Mr Puckle who in a Demi Official towards

towards the end of October stated his objections to the proposed G.O. & suggested what should be stated therein. Sir William Robinson desired that a revised G.O. to be drafted in accordance with Mr Puckle's suggestions. This draft is appended to this paper. It was de-layed for want of the subsequent [illegible] proceedings on the same subject sent in circulation & not returned till 11 Decr. Meanwhile, the

Board have sent up the two Proceedings marginally noted on which further discussion has taken place; and minutes & remarks recorded by the Honorable Sir W. Robinson and the Honorable Mr Ellis.

I. D/24 Augst/76 No 2189
II. d 6 Septr " " 2282.

I. In this the Board submit two points for orders.

1st Whether it is intended that in Districts where the clubbing was effected some years ago as in the Kistna Dis:trict, old villages should now be resuscitated or whether the amalgamated villages may be treated as it exists.

2nd Whether the prohibition against clubbing extends to the formation of groups of villages for Curnams' charges.

In regard to the 1st point the Honble Sir W. Robinson says the old villages were revived in Kurnool where clubbing was found to have been carried to excess, a similar course must be

followed in Kistna and Bellary also and the status quo ante restored. The Honorable Mr. Ellis would not [illegible] without asking the Collectors whether any real inconvenience has resulted from the clubbing already carried out.

His Grace the Governor has not recorded his note.

The Honorable Sir William Robinson appears to have however changed his mind for he says he would adopt Mr. Puckle's proposals in his D. O. — see revised draft G. O.

On the second point Sir William alone records his opinion. It is that there is no objection to have one Kurnam for a number of villages where the arrangement has been in existence; that it may be extended occasionally where public interests will be served by such a measure.

II In the Board's Proceedings Sept./76 No. 228 Mr. Puckle's proposals revised in accordance with the instructions of Govt. for the revision of the village establishments in the Oosoor Taluq are submitted. The Honorable Sir W. Robinson and the Honorable Mr. Ellis approve the proposals. His Grace the Governor's opinion has to be obtained.

In connection with this subject the Board request attention to the points raised by them in their former proceedings viz. the formation of groups for Kurnams charges and the necessity of clubbing to a certain extent to secure the services of respectable and intelligent officers in Villages. The two members of Govt. above named again record their opinions on the subject of splitting up the newly amalgamated villages into the old ones as they subsisted prior to the recent revision in Kistna and Nellore. On the latter point His Grace seems to agree with the Honorable Mr. Ellis in considering that information should be called for from Kistna and Nellore as to the effect of clubbing and whether it has caused inconvenience.

Bd. Pro. 15th March/75 No. 618

It must here be noted that the Board bring to notice in their proceedings the important fact that they have ruled that in the villages where clubbing is resorted to at settlement equal rights in the matter of durkhast &c. are to be allowed to all ryots of the new village after the amalgamation.

With reference to this point Sir W. Robinson says ~~he~~ would inform the Board that Govt. do not wish that the acknowledged rights of the villagers of immemorial villages in respect to durkhast

Dinkhosts, and the like be in-tact and. Any changes in respect to individual villages should be separately submitted for the orders of Govt.

The other members have not recorded their opinion on this point.

To sum up.

The points requiring orders

1. Whether clubbing of villages is to be permitted at all, and if permitted to what extent beyond that authorized viz the clubbing of uninhabited villages and those in which the lands are so intermingled that the boundaries cannot well be separated and demarcated.

I think as the rule it shd be allowed only as now laid down
BL 25/2

2. Whether the ruling as to minimum distance of one mile should be observed altho in point of fact, many outlying hamlets of certain villages are situated at a far greater distance.

The mile is to be considered an indication of the principle to be followed rather than an actual rigid line –
BL

3. Whether a resident munsiff should be provided for each village in spite of the fact that proper men in the locality are not available and funds for providing a decent pay for them do not exist.

I think undoubtedly a Munsiff shd be the rule & is
believe that generally
sufficient men will be
found according to the State of Society
just as in some English parishes you
will find a few very humble
& very illiterate men discharge
the duties of parish officer satisfactorily
BL

4. Whether the rules for clubbing laid down by Govt should have retrospective effect so as to ~~sign~~ restore ~~[illegible]~~ villages to their position they were in prior to revision and amalgamation.

Not retrospective where changes have been completed –
BL

5. Whether formation of groups of villages for Curnams charges should be permitted even though clubbing in other respects is not allowed.

I do not see objection as regards the Curnams duties of one Curnam acting for more than one village –
BL

6. Whether the ryots of amalgamated villages carry into [illegible] their immemorial communal and prescriptive rights or whether they should enjoy them in common with their brethren of the new village

Immemorial & prescriptive rights should remain to those who have them & not (unless some very special cause exists) be extended to others
BL

village.

7 Whether separate accounts should be kept for villages as they originally existed even though they may be subsequently amalgamated and one curnum entertained for all.

If villages are amalgamated into limits they should be so for all purposes but I do not see that the fact of one curnum acting for several villages should in any way interfere with the keeping of separate accounts Bd

Full and clear decision on all these points is necessary for the disposal of the 3 Proceedings of the Board of Rev. above referred to. It should be embodied in the draft G. O. prepared in accordance with the D. O. from Mr. Puckle, even should the order be considered sufficient in other respects.

It must here be noted that in G. O. 8th August 1876 No. 1161 the Government distinctly directed that the preparation of schemes for the revision of village establishments should be proceeded with in the Districts named by the Board on the principles enunciated in G. O. 29th June 1876 No. 865.

874/56

Memo for the

on the subject

the Clubbing

villages

GO 1-3-77 No 874

To the Presi

Hsecy

1/11/6

874/57

Dear Robinson

I send you the G.O. on the Clubbing of Villages.

Puckle is quite right – the Board remonstrated, you remember –

yours truly

---

revision of village

:ments

Jb (1-8-77) n. 874

2Hb

My dear Carmichael

I have talked this over with Pasley — & will be a party to a G.O. in the sense of Mr P.'s proposals — The inconvenience of revision will be considerable as the Govt resolution & as further revision later is to be apprehended

Prepare a Draft & possibly Ellis will consent to it — at all events it will facilitate discussion

WR

874/59

MADRAS CLUB.

Oct: 27.

My dear Sir Wm

From our conversation of this morning regarding the revision of village establishments I gather that the Govt contemplate purpose

1. the separation of such villages as have been clubbed together by survey or settlement II the prohibition of any future clubbing either in the first instance by survey or later for establishment purposes; & the present erasure

of all charge for service ce
in the puttahs.
Now there are only 9 distric
settled, in whole or in part,
consider and in many of these
the survey settlement clubbing h
formed the basis of the accou
for years past. the land ha
been marked the maps litho
graphed the registers printed,
puttahs issued and the Govt
accounts, both village & Talu
prepared for years past or

areas that cannot now be
distinguished and separated
without undoing all that has
been done during the past 18
years, at a very great cost to
Gov - the ryots moreover, only
too thankful to find the appa-
rently endless requisitions of
survey settlement terminate, would
be greatly disturbed by finding
that all has to begin again in a
very great number of cases - for
it is not that 2 villages A & B

have been simply merged togethe
but fragments of A B C & D ma
be scattered over half the villag
of a taluq & all would have to b
undone to eliminate what has
been merged - I therefore ventur
to suggest that what has been do
in this respect should be accepte
without revision, as a mere matte
of financial expediency - for it
has cost upwards of a million
sterling to do, & I cannot say wh
it might cost to undo, & do agai
Regarding the second point, club
bing inhabited villages, except a
the request of the people & pat has abso
lutely ceased & determined, & the

MADRAS CLUB.

is nothing further to fear on that
score - regarding the third, I
think that I understand the wishes
of Govt so completely, and I have
already had so much experience
in preparing estabt schemes, that
if the Govt think fit to entrust
the matter to me, I can guarantee
the submission of schemes for
every district, now wholly or partly
settled, by the end of the current
fusly, and so avert the neces-
sity for striking out the charge
in the puttahs, a measure

that might give rise to misund
standing, & might possibly rais
hopes in the minds of the ryots
of a refund of all back pay
I will readily perform the du
mentioned, should the Govt en-
trust it to me, as I think i
very probable that this will
finally dispose of the matter,
and will very greatly expe-
dite the settlement of a most
important question -
all the instructions I need

874
62

are the absolute approval of
Govt of one or other of the
model schemes submitted
a year ago - say that of Tri-
chengode in Salem, which,
(with the exception of two
merged villages which will now
be separated) conforms I be-
lieve in every respect to the re-
quirements of Govt & II permis-
sion to revise all schemes hitherto sub-
mitted or prepared for submission
without opposition or remonstrance

G.O. 1-3-77 No. 874

on the part of Collectors and
their subordinates, who, I have
reason to know, are not satisfied
with any one "general system," but
each wishes to ventilate his own
views on what seems best for
the peculiar circumstances of
his district - with immediate
orders on this subject, I can a
what is needed for Kistna,
Godavery, Kurnool, Cuddapah,
Nellore, Chingleput, Salem, Tri
-nopoly, & Tinnevelly this finally, &
take up the others in turn as each
comes to be settled. Yrs sincerely R.K.Ch

REVENUE DEPARTMENT.

No. 3508

From Pr. Bd. of Rev.

Dated 1st August 1876

FOR ORDERS.

~~Wd. say that Govt. await further report with the observation that the Govt. scarcely recognize a distinction between clubbing villages for settlement and administrative purposes. In the former case the identity of the communities is quite as much if not more seriously menaced than in the latter & the Govt. are most anxious to preserve the ancient indigenous institution~~ ~~& division~~ ~~of municipal constitution of the country intact & undisturbed by novel and ill-suited changes - and consider that for Revenue administrative purposes amalgamations sh. be very sparingly resorted to~~

See Minute 29/8

Revenue Dep^{t}

No 874 of 1-3-77

the same considerations will

L 22/2/77 R 26/2/77. RL 28/2/77. R 1/3/77.

Clubbing of villages for survey & settlement purposes, &c

FOR ORDERS.

See minute Print not Pro.

GO 1-3-77 No 874

C. 28 · Aug/76 R 1st Sep:

C 22/2/77 R 26/2/77. RC 28/2/77. R 1/3/77.

Revenue Depth

No 874 of 1-3-77.

Revised draft GO

Read Board Pro: 12 Augt/76
No 955

— Do — Do 24 Augt/76 —
No 2189.

— Do — Do 6 Sept/76 No 2282.

Minute by Mr. W. Robinson dated —
— Do — Do — Do 29 Aug/76.
— Do — Do — Do 18 Sept/76.
— Do — Honble Mr. Ellis — Do —
— Do — Do — Do — 3 Sept/76.

Nos: 4-8.

No 9 order thereon, 1st March 1877, No 874.

1. The Govt have had under their careful considera:tion the several points raised by the Board on the instructions issued by Govt in their Order dated 29 June/76 No 865 on the subject of the clubbing of villages for survey & settlement purposes & for revision of village establish:ments

16

establishments they are strongly opposed to the ancient and immemorial constitution of village society being traversed by administrative changes; but they observe that the separation of such villages as have been already clubbed together by Survey or Settle:ment & their resuscitation as they existed of old appears impracticable for the following reasons.

2. The Settlement has been extended in whole or in part to 9 districts. In many of these the clubbing for purposes of Survey & Settlement

which

which has already been effected, has ~~p~~ formed the basis of the accounts for years past; the land has been marked, the maps lithographed, the Registers printed, Puttahs issued & the villages & Taluq accounts prepared on areas that cannot now be distinguished & sepa:rated without undoing all that has been done during the past 18 years at a very great cost to the state. A return to the old village limits, however desirable it may be to preserve the an:cient constitution of villages involves great expense &

further annoyance to the ryot, & cannot be sanctioned. The changes already carried out in the village organization, which had subsisted for a long time, must therefore be accepted as a mere matter of financial expediency, but it is the earnest desire of Govt. that in carrying out settlement operations in future or in revising village establishments, clubbing, except in the cases specially referred to & approved by Govt., ~~shall~~ ought not to be permitted, & with ~~the~~ the G.O. of 29 June 1876 No. 865 strictly observed as far as practicable: it being borne in mind that in the more backward parts of each District

18

2 4

82/61

District it is not necessary to have establishments in advance of the requirements of the locality.

3. On this subject the following rules may be adopted for general guidance.

I. Clubbing of villages should, if possible, not be resorted to at all; the recognized exceptions to the rule being uninhabited villages & those in which the lands are so intermingled that the boundaries cannot well be separated & demarcated.

II. The rule that in the amalgamation of villages, arrangements should be so made that no villager has to travel more than one mile to lay a complaint before the Moonsiff; should be considered an indication of the principle to be followed rather than as an actual rigid line never to be broken through –

III. A resident Moonsiff should as a general rule be provided for each village, it being understood that qualifications suited to the state of society will be found sufficient for its wants.

IV. The practice of having one Curnam for more than one village is

not

[illegible]

19

not objectionable where the duties are such as to render the services of one person sufficient; but the accounts should be kept separately for each village.

V. All The immemorial & prescriptive rights should remain with those who have them, even after amalgamation; & shd not extended to others unless there is very special reason for the extension

VI. These rules should be held to apply only to future operations connected with the revision of village establishments & the clubbing of villages ——

no retrospective effect is [illegible] to be given to them.

4. The attention of Govt. has been drawn to the fact that in several Dts. heavy & unintended taxation is carried on under the provisions of the Village Cess Act (IV of 1864) without the proceeds being applied to their legal purpose. The practice is most objectionable & should cease forthwith unless the revision of village establishments can be undertaken & carried out at once. The Govt. are disposed to go so far as to order the removal of the Cess from the

Puttahs

Puttahs of such villages as only pay the Cess but have not had the benefit of the revised establishments; & to interdict the levy of the Cess till the orders of Govt. authorizing the imposition of the Cess have been issued & the change in the mode of remuneration of village officials has been duly notified according to Law. But as such a course might give rise to misunderstanding & raise hopes of refund of all back payments & unsettle the minds of ryots, it becomes necessary to adopt measures for speedily revising the village establishments so as to make the levy of the Cess legal & give a proper return to the people who pay it.

just & fair

5. It appears to Govt. that Mr Puckle who has had considerable experience in such matters may be entrusted with the duty of revising village establishments in Dts. where the Cess is now being collected in advance of such revision. He will accordingly be requested to commence operations at once & report

what

what has been done in pursuance of these instructions as soon after the close of the Current Fusli as possible. The Board will, on receipt of these Proceedings, submit to Govt. an account shewing the Dts. & Talugs in which the village Cess is collected in advance of the revision of village establishments; the date when the Cess was introduced & the amoun collected upto 31 Dec/76.

6. Mr Puckle will conform to the instructions of Govt. in regard to the preservation of existing village constitutions as far as possible, to the allotment of establishments.

establishments & the determi:
:nation of their strength and
salaries suitably to the
requirements of each locality.
The scheme approved for
Trichengode taluk in Salem is a near
approximation to that
which the Govt. have
in view. Mr. Puckle
will adopt it as a
model so far as it is
in consonance with the
instructions of Govt.

7. It now remains
only to notice the proposals
submitted by Mr. Puckle
for the revision of village
establishments in the Oosoor
Talug of the Salem Dt.

The

G.O. 10 Sept. 1875 No. 1341.

4 12

The Govt. accept Mr.
Puckle's recommendation
to exclude from Survey
the 98 villages which are
thinly inhabited, situated
in hilly & jungly tracts,
& possess very little culti:
:vation. The village Cess
need not be levied on
them & the old village
establishments may be
left unchanged. The 52
uninhabited villages should
be included with the ad:
:joining villages where there
is cultivation. The 196
villages which are so
minute as to pay less than
12 Rs. a year as service
Cess

22

Cess. & Unch: Mr. Puckle
says "have not, within the
memory of man, had se:
:parate establishments," should
become adjuncts to the
larger villages as regards
village officials, the villagers concerned retaining of
course their original commu:
:nal rights - But under the
arrangement proposed by Mr.
Puckle the provision of a
separate Moonsiff & Taliari
for these villages seems
practicable - This is ac:
:cordingly sanctioned; & the
Govt. approve of the revised
establishments & the
scale of pay proposed
for the remaining
156 villages as stated

in

in the concluding portion of
para 2 of the Board's
Proceedings dated 6 Sept.
1876 No. 2282

894/77

B.G. - 27-2-6

M. S. Copy 44 the Bd. of Revenue D/ 2-3-77 ✓ Printed copy D/ 12-3-77 ✓
25 the Dr. of Rev. Settlement ✓
13 the Supdt. Revenue Survey ✓
6 the Acct. Genl ✓
M. S. Copy 1 R. H. Puckle Esqr. 1st Member Bd. of Revenue on special duty ✓
1 printed copy D/ 12-3-77 ✓

Draft of O.
the Clubbing of
Villages rec
agreeably to
Remarks of
Grace on the

1—9

C.70/1a 122 B. 2/5/77