

Revenue (1897) Department.

MISCELLANEOUS SERIES.

G.O., No. 5038

DATED 27 Sept

[Despatch Abstract.]

*Recording Board's Propg. passing orders on
reports from collectors on the working of the
Village Tappal system in the districts.*

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Revenue (1897) Department.

CURRENT No. 7784

The Hon Mr. G. S. C.

From The Board of Revenue
Land Revenue

Order (Mm) 5038 d/27 Sep/97
Recorded.
15/9/97

No. 292

Dated 25-8-97

Received 6997

Registered 7997

Enclosures /

Spare copies.

SUBJECT.

Passing orders on reports from Colbrs. on the working of the village Kappal system in their districts.

Dom 79 26/9/97

BACK PAPERS.

G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.

BOARD OF REVENUE (LAND REVENUE), 30TH SEPTEMBER 1895, No. 354.

PROCEEDINGS OF THE BOARD OF REVENUE (LAND REVENUE).

READ—the following letter from H. A. SIM, Esq., Acting Collector of Coimbatore to the Secretary to the Commissioners of Land Revenue, dated 11th September 1895, Dis. No. 2655-Rev. :—

I have the honour, in reply to Board's Proceedings, Mis. No. 3167, dated 24th June 1895, paragraph 1, clause 3, to submit a copy of a report on the working of the village tappal system, drawn up by M.R.Ry. Vasudeva Rau, the Tahsildar of the Coimbatore taluk, to whom the credit of having introduced it into this district is due.

2. The report is sufficiently full to explain itself; briefly a sufficient number of points in the taluk are selected, conveniently situated to serve as collecting and distributing centres for the areas in their immediate neighbourhood; and between the taluk head-quarters and each of these centres and again between each centre and its own particular area regular communication is maintained.

3. All the villages in the taluk are thus parcelled out into groups, and the central village of each group is the link that joins that group with the taluk head-quarters; the munsif of each village is its postmaster, one of its taliaris its post peon.

4. It is arranged that at the hour at which the tappal from the taluk usually reaches the central village of each group, the munsif of that village and one taliari from each village grouped with it shall be waiting at the central village.

5. The tappal is sent out from the taluk, that of each separate village in its own particular cover; and all of these separate covers in one inclusive cover addressed to the munsif of the central village; arrived at that central village, the central munsif receives it, opens the outer cover and gives each of the waiting taliaris the separate cover for his village. The return tappal is the converse of this; each taliari brings his cover to the central village; the munsif there includes them all in one large cover and sends that cover on to the taluk. One journey does for both of course, the men as they come to the central village bringing with them the tappal that is to go taluk-ward and as they return to their homes taking the home tappal away.

6. Tappal or no tappal, the taliaris make the journey so that there shall be no confusion; how long that journey shall be, depends of course on the size of each group; here it is usually from one to four miles.

7. The regular post is made use of, as much as possible, to save distance; thus if a post office is nearer to a central village than it is to the taluk head-quarters, the tappal to that central village is sent *via* that post office, instead of all the way to the head-quarters direct.

8. The system works well; covers are carried quickly and regularly and without any unreasonable degree of trouble to either munsif or taliari; it is in fact a supplementary postal system adapted to the circumstances, because not hampered with unnecessary formalities.

ENCLOSURE No. 1.

From M.R.Ry. P. S. VASUDEVA RAU, Tahsildar of the Coimbatore taluk, to the Collector of Coimbatore (through the Deputy Collector, Head-quarter Division), dated 26th August 1895, Reference No. 1659-Gl.

With reference to your order No. 2024, Revenue, dated 2nd July 1895, I beg to submit the following report.

2. The village tappal system, as observed in this taluk, was copied from Satyamangalam, where it was introduced by me in 1893. This system is intended to facilitate communication between the taluk office and village officers in the interior of the taluk where there is no postal service, and it is worked on the same principles as the regular postal service system is being worked, village officials taking the place of postmasters and village menials that of runners.

3. Under this system the taluk comprising 101 groups of villages or single villages with separate village establishments is divided for postal purposes into fifteen circles; each circle is placed in charge of the village munsif of the central village, and such circles consist not only of the central village, but also of villages which will be called, for the sake of distinction, subordinate villages within a radius generally of two to three miles from the central village as noted in the appendix. It will also be seen that in the case of very distant villages tappals have to pass through more than one munsif's hands.

4. Orders and communications to officials of central villages are sent from the taluk to those officials direct. Those to officials of subordinate villages pass through the village munsif of the central villages in closed covers. The same course is observed as regards communications addressed to Tahsildar from the villages, those from central villages being received direct and those from subordinate villages through the central village munsif.

5. The work of receiving and despatching tappals in both directions, viz., from taluk to villages and *vice versa* is attended to at the same time and at an appointed hour, which is generally 10 A.M.

6. A taliari or toti is made to go from the subordinate village to the central village daily and meet the central village munsif at the appointed hour, when the central village munsif receives the tappals from subordinate villages brought by toties and taliaris, acknowledges their receipt in a book kept by each such menial and delivers to them covers addressed to the village officials concerned which he may have received from the taluk in the meanwhile.

7. The central village munsif, after delivering all tappals intended for the officials of villages forming his circle received from taluk to the menials in attendance who brought tappals to taluk, collects all the tappals addressed to the taluk by the several subordinate village officers and sends them along with his own reports or communications, if any, to the taluk by one of his own menials to the taluk.

8. Where a post office is in existence at a central village, the postal service is availed of by the central munsif and no taliari runs to and from the taluk.

9. In the taluk this work of receiving the tappals, those of subordinate and central villages brought by taliaris of central villages, and of despatching tappals to them is attended to by an intelligent taluk peon.

10. Village menials are bound under this system to go daily from subordinate villages to central villages, and from the central to the taluk whether or not there is tappal from a particular subordinate village or from a particular circle. If there be no communications to the taluk, the village munsif sends a *nil* report that he had no tappal, and in the same way if there be no communication on a particular day from the taluk to a particular village, a note is made by the central munsif to that effect in the register kept by the menial for the information of the munsif concerned.

11. The village officials and menials feel in this no hardship, because, in the case of the menials of subordinate villages, they are saved the trouble of travelling long distances to the taluk, and in the case of village officials they get a record kept in due course of business evidencing despatch of papers and their receipt by village munsif and the taluk peon. It may be stated that the work is an addition to the village munsif or taliaris of central villages. There are post offices at eight stations in the taluk, and postal service is availed of as regards 45 groups. The distance to be travelled by each taliari being only from one to three miles generally, and the taliaris being used to that work, there is no room for complaint, as the village munsif arranges to have the work done by his menials in turn. The little difficulty that may sometimes be felt by some of them as they have to walk about five miles is not such as to outweigh the advantages derived from the system.

12. As regards the other 56 groups not commanding postal facilities, the taliaris of subordinate villages, it will be seen, have not to walk more than three miles a day, and in only two or three cases four and five miles. As it is not possible to arrange otherwise, this must be followed.

13. The result is that the taluk has to deal directly only with seven persons instead of with a number of persons and the work is being done systematically and expeditiously and not unsystematically and dilatorily as used to be done before this system was introduced.

14. Formerly the work was solely left to be managed by the duffadar, who used to send the tappals by peons, and as the number of peons was limited, delay was unavoidable, and village officers were also put to much inconvenience by their toties having to travel long distances from ten to thirty miles. This tappal system enables the Tahsildar to get rain reports on the next day, collection reports from villages daily, and the village returns, such as birth and death returns, pay bills, &c., punctually and without the least effort. Summonses are also being served with greater ease and expedition than before. Reminders can be sent to village officers and their work checked. In short, this system sets free the services of taluk peons to a great extent, and their services are available for more important work than that of carrying tappal.

15. On the whole I am of opinion that the system is fraught with great advantages for securing promptness in despatch of work.

ENCLOSURE No. 2.

Number of Circle.	Names of subordinate villages.	Distance from Central village.	Name of Central village.	Distance from the principal Central village to the subordinate Central village, if any.	Remarks.
1	2	3	4	5	6
1	Vellalur	1	Singánallúr ..		Post office at Singánallúr.
2	Malamachampatty	1	Settipálaiyam ..		Post office at Settipálaiyam.
3	Orattukuppai	1	Chittrachavadi ..		Post office at Sundapálaiyam.
4	Othakálmundapam	1	Peria Naiken-pálaiyam.		Post office at Peria Naiken-pálaiyam.
5	Góulár	2	Karamadai ..		Post office at Karamadai.
6	Naickenpálaiyam	2			
7	Bilichi	2			
8	Virapandi	2			
9	Vellamadai	2			
10	Aerakára Samakolam	2			
11	Idugará	2			
12	Chikkakarampálaiyam	2			
13	Belladi	2			
14	Jadayampálaiyam	2			
15	Marudúr and tappals of four subordinate villages as noted below :-	4			
16	1. Tékampathy	2	Marudúr, subordi-	From Central	Marudúr munsif sends by toti
17	2. Kummampálaiyam	2	nate to Kara-	village, Kara-	along with his tappal to Kara-
18	3. Kalampálaiyam	2	madai.	madai.	Munsif.
19	4. Tolampálaiyam	2			
20	Odanthorai	3	Mettupálaiyam ..		Post office at Méttupálaiyam.
21	Nellithorai	3			
22	Sirumugai	5	Aracoda		On the eastern slopes of
23	Pallopálaiyam	6			Nilgiris Post office at Kota-
24		6			giri, two miles from Aracoda.
25		6			
26		6			
27		6			
28		6			
29		6			
30		6			
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Number of Circle.	Names of subordinate villages.	Distance from Central village.	Name of Central village.	Distance from the principal Central village to the subordinate Central village, if any.	Remarks.
1	2	3	4	5	6
12	1. Thondamuthur ..	1½	<i>Kalkanaikerpálaiyam</i> , subordinate to Vadavalli ..	From Central village. 2½	This munsif sends to Vadavalli munsif who sends it along with his tappal to taluk.
	2. Dévaroyapuram ..	2			
	3. Kilalagirigoundanpalaiyam ..	3			
13	4. Tennamanallore ..	3½	Pannimadai ..	5	A taliari runs.
	Nanjundapuram ..	3			
	Chinnathadagam ..	3			
14	Vinapandi ..	4	Tudialur ..	6	Do.
	Vellakinar ..	1			
	Karudampálaiyam ..	1			
15	Narasimmanaikepálaiyam ..	2½	Coimbatore ..		A taliari runs daily from each of these villages and a taluk peon receives and despatches tappals by these taliaris.
	Anuperpálaiyam ..	2			
	Kumarapálaiyam ..	2			
16	Ramanadapuram ..	2	Ganapathi ..	3	A taliari runs daily.
	Korudampálaiyam ..	3			
	Kuniamuthur ..	3			
17	Sonripálaiyam ..	2½	S. Sarcar Samakolam, subordinate to Sravanampatti.	From Central village. 3	This munsif sends along with his tappal to Sravanampatti munsif who sends to Ganapathi who sends to taluk direct.
	Krishnaroyapuram ..	2½			
	Sanganur ..	1			
18	Chinnavádampatti ..	1	Ganapathi ..	3	A taliari runs daily.
	Kólappatti ..	2½			
	Vellankurichi ..	3			
19	Kirnatham ..	4	S. Sarcar Samakolam, subordinate to Sravanampatti.	From Central village. 3	This munsif sends along with his tappal to Sravanampatti munsif who sends to Ganapathi who sends to taluk direct.
	Sravanampatti and tappals of eight villages as noted below:—	3			
	1. Kándavampálaiyam ..	1			
20	2. Kunnathur ..	1	S. Sarcar Samakolam, subordinate to Sravanampatti.	From Central village. 3	This munsif sends along with his tappal to Sravanampatti munsif who sends to Ganapathi who sends to taluk direct.
	3. Kallipálaiyam ..	2			
	4. Paohupálaiyam ..	2½			
21	5. Naranapuram ..	3	S. Sarcar Samakolam, subordinate to Sravanampatti.	From Central village. 3	This munsif sends along with his tappal to Sravanampatti munsif who sends to Ganapathi who sends to taluk direct.
	6. Káttampatti ..	1½			
	7. Kuppépálaiyam ..	2			
22	8. Sarcar Samakolam ..	..			

Note.—The names of subordinate Central villages are printed in italics in columns 4 and 5 of the above statement.

RESOLUTION—dated 30th September 1895, No. 354.

The Collector's report read above and the enclosures thereto will be communicated to all other Collectors for information and guidance. A report should be submitted at the end of a year on the working of the tappal system in their districts.

(True Copy and Extract.)

(Signed) L. M. WYNCH,
Secretary.

(True Copy.)

(Signed) S. ANNASWAMY,
Second Assistant.

To the Collectors of all Districts, except Madras and Coimbatore.
Copy to the Collector of Coimbatore.

1895.
Board of Revenue
(Land Revenue),
MADRAS.

Printed October 24th.

Proceedings, 30th September 1895, No. 354.

Communicating certain reports on the working of the village tappal system in the Coimbatore district to other Collectors for information, and guidance and calling on them to submit a report on the working of it in their districts at the end of a year.

REVENUE DEPARTMENT.

1897.
Board of Revenue
(Land Revenue),
MADRAS.

Printed September 1st.

Proceedings, No. 292, 25th August 1897.

AUGUST.

Passing orders on reports from Collectors on the working of the village tappal system in their districts.

PROCEEDINGS OF THE BOARD OF REVENUE
(LAND REVENUE).

READ—again Proceedings of the Board of Revenue (Land Revenue), No. 354, dated 30th September 1895.

READ—also the replies from Collectors.

RESOLUTION—No. 292, dated 25th August 1897.

With its Proceedings, No. 354, dated 30th September 1895, the Board communicated to the Collectors of all districts except Madras and Coimbatore a description of the system in force in Coimbatore in regard to the transmission of official covers between taluk and village officers, and asked for the submission of a report at the end of a year on the working of the system in their districts.

2. The letters read above are reports on the trial of the system in fourteen districts. In Tanjore and South Canara, the introduction of the scheme has been postponed pending completion of the revision of village establishments. In North Arcot and Tinnevely, the system was introduced only towards the end of the year 1896 and the Collectors promise to submit their reports at the beginning of 1898. No reports have yet been received from the Collectors of Kurnool and Nellore. An abstract of the replies received from the other Collectors is printed as an appendix to these Proceedings. As the Collectors who have given the system a *fair* trial are generally in favour of it, the Board considers that it may be adopted wherever the conditions are favourable.

3. The Collectors of Gōdāvari and Trichinopoly (Messrs. V. A. Brodie and Bannatyne Macleod) point out that the rule of the Postal Department requiring the transmission of bearing covers through the post office at the district head-quarters causes considerable delay in the delivery of village covers at taluk head-quarters in cases where the postal service is utilized by village officers. This cannot be helped as the Postmaster-General has expressed his inability to relax the rule, and unless it is found practicable to issue service stamps to village officers. It is observed that in parts of Vizagapatam the village heads have been supplied with stamps, and Collectors of other districts should consider whether the same may not be done in the localities under their charge.

4. The Collector of Anantapur recommends that an extra remuneration of one rupee a month may be granted to the Reddi of each central village. The Board is not at present prepared to support this recommendation, but the question may be further considered when the system has been given a further trial.

5. The Board is unable to understand how the village system under consideration militates against the Postal Department, as the Postmaster-General would appear to think from his letter to the Collector of Gōdāvari on the subject. As will be seen from paragraphs 7 and 8 of the Coimbatore Collector's letter printed in Board's Proceedings, No. 354, dated 30th September 1895, the object of the system is to supplement not to supplant the regular postal service.

(True Extract.)

Reed
Secretary.

To all Collectors, except Madras (Divisional officers,
Tahsildars and Deputy Tahsildars).

Copy to the Postmaster-General, with a copy of
Board's Proceedings, No. 354 of 1895.

" " Secretary to Government, Revenue Department,
with a copy of Board's Proceedings, No. 354 of 1895.

APPENDIX.

ABSTRACT OF COLLECTORS' REPORTS ON THE WORKING OF THE VILLAGE TAPPAL SYSTEM.

Guntur.—It was considered hopeless to make an attempt to introduce the system into the Goomsur taluk or the zamindari tracts. It was accordingly tried in selected groups of the Government taluks of Chicacole and Berhampur, and did not work well in either. The failure was due mainly to the apathy and inefficiency of the village officers concerned, and in Chicacole it was also due to the fact that the village officers were fully employed in improving the supply channels from the Langulya and Vamsadhara rivers. In the Chicacole taluk, the system may be tried again when the season is more favourable. But in Berhampur, it is useless attempting to introduce it until the present staff of village officers is replaced by competent men.

Vizagapatam.—The system was introduced only in the three Government taluks of Golconda, Sarvasiddhi and Palkonda, as it cannot possibly be worked in the zamindari tracts until the Madras Proprietary Estates Village Service Act II of 1894 is brought into force and a more efficient village agency is secured. A tri-weekly service was introduced in the Golconda taluk and a daily service in Sarvasiddhi and Palkonda. In Golconda and Palkonda, branch post offices are utilized as far as possible, the village heads being supplied with service postage stamps. In Golconda and Sarvasiddhi, the system works well, while in Palkonda it is not working as satisfactorily as it ought to be owing to want of supervision on the part of the Tahsildar and the Revenue Inspectors and to want of intelligent village munsifs.

Gōdāvari.—The system was introduced on 1st January 1896 into all the taluks of the district excepting the Agency. It has afforded great facility for the prompt interchange of information between the taluk offices and the outlying villages. Two difficulties have, however, been met with in working the system. One is that of enforcing punctuality on the part of village servants in zamindari villages, who are not amenable to the orders of Government officers. This difficulty will disappear when paid servants are employed in zamindari villages on the introduction of Madras Act II of 1894. The other and a more serious difficulty occurs where the postal service is availed of by the officer of a central village. In this case the service-bearing village covers take several days to reach the taluk office, because under the rules of the Postal Department, they have to be transmitted to the sub-post office at the taluk head-quarters through the post office at the district head-quarters. To obviate this difficulty, either the munsifs of central villages must be furnished with service stamps or the sub-postmasters at taluk head-quarters must be empowered to receive unpaid covers direct without the intervention of the head office. The former course involves an excessive consumption of service stamps and no small trouble and inconvenience to village munsifs in weighing packets and keeping accounts of the stamps supplied to them. The other course suggested has not met with the approval of the Postmaster-General who says (1) that it would not be advisable to trust sub-postmasters to account for the postage due on the large amount of correspondence which is sent unpaid in the Northern Circars and (2) that the system under consideration is hardly calculated to promote the interests of the Postal Department. If the system which is intended to promote the despatch of public business is to be a success, the exception which the Postmaster-General declines to make ought to be made.

Kistna.—The system was introduced tentatively into the taluks of Nandigāma, Narsarapet and Bapatla on 1st January 1896. The Tahsildars and Divisional officers concerned say that the system has not been very successful. But the system did not have a fair trial, the Tahsildars having disregarded the two leading principles, viz., (1) that the postal service should be utilized as far as possible and (2) that the central villages should be so selected as to minimise the distance to be travelled by the taliari. The Collector will see that it is now properly introduced and given a fair trial.

Cuddapah.—The system was introduced at the beginning of 1896 in all the taluks of the district and the Divisional officers concerned report that it has been working satisfactorily.

Anantapur.—The system has been introduced in all the taluks of the district and a bi-weekly service which meets all ordinary requirements is maintained. All the Tahsildars have expressed their satisfaction at the easy working of the system and the advantages attendant thereon. The principles of the Coimbatore system have been followed with this exception that in this district the taluk peon takes the place of the taliari in carrying communications between the taluk office and the central villages. This practice affords relief to the ill-paid village servants especially in times of agricultural operations and leaves them free to attend to the duties of their villages. The Collector recommends that an extra remuneration of Re 1 a month may be granted to the Reddi of each central village connected with the system, and that this may be increased or decreased according as the Reddi shows good or bad work.

Bellary.—The system was introduced in the Bellary taluk in September 1896 as an experimental measure and the Tahsildar considers it to have failed owing chiefly to the insufficiency of the staff of taliaris and vettis. As, however, the Divisional officer considers that the system has not had a fair trial, the Collector has sanctioned its further trial for another year.

Chingleput.—The system was introduced in the Chingleput, Conjeevaram and Madurantakam taluks in April, May and June 1896, respectively, and the Tahsildars are unanimously of opinion that it is a success and saves delay in communication between the taluk office and the villages.

South Arcot.—The system was introduced into the Vriddhaachalam, Tindivanam and Kallakurichi taluks during the year 1896. It worked well in Tindivanam and Kallakurichi, but not so well in Vriddhaachalam where the Tahsildar evinced a want of interest. In the taluks in which the system is properly worked, communication between the taluk head-quarters and villages has become more frequent and expeditious; covers reach their destination without miscarriage; and both village servants and taluk peons are relieved of the necessity for going long distances. It is stated that the system gets out of gear during kist months owing to the village menials being employed exclusively on collection work, but this can be avoided or the inconvenience minimised by the Tahsildar, Deputy Tahsildar, Revenue Inspectors and Process servers visiting the centres where confusion may exist and enforcing discipline. The system may on the whole be welcomed as a great relief by Tahsildars and Divisional officers and may be introduced throughout the district.

Trichinopoly.—The system was introduced in all the taluks except Trichinopoly early in 1896 and the postal service was largely availed of. The system is found on the whole to be working well. It gives great relief to the village menial servants and saves much delay in communication. There is one disadvantage, however, in using the postal service. It is the delay caused by service-bearing covers having to pass through the post office at the district head-quarters before reaching the sub-post offices at the taluk head-quarters. To entrust village munsifs with service labels will be inconvenient and the Postmaster-General declines to make an exception in the rules of his department in favour of official correspondence. Some difficulty also arises in working the system during kist seasons when the village menial servants are employed on other Government work, but this can happen only occasionally. Orders have been now issued for introducing the system in the Trichinopoly taluk where it was kept back till now on unsatisfactory grounds.

Madura.—The plan of making use of the village staff as a postal agency for official correspondence had already been started in the district at the suggestion of Mr. J. A. Cumming, but had not met with success owing apparently to want of interest. The system was in force in the Melur taluk at the time of receipt of the Board's Proceedings under report. It has since been extended to the Sub-Collector's and Madura divisions. In the Melur taluk it has worked satisfactorily. In the Sub-Collector's division, the system works fairly well in the Government tracts, but in the zamindari portions much difficulty is encountered owing to the negligence or opposition of the poor and irregularly paid menial servants. In the Madura division, the system is reported not to be working well, but the Divisional officer expects improvement in course of time. As the control over the village staff in the Head-Assistant Collector's division is very weak, no attempt has been made to introduce the system there.

Salem.—The system has been in force in the Salem and Atar taluks from 1st July 1894 and 15th September 1895, respectively, and was introduced into the Namakkal taluk on 1st January 1896. In all these taluks, it is working satisfactorily. It has since been extended to the Tiruchengodu, Tirupattur, Uttangarai and Krishnagiri taluks and proposals have been called for in respect of Hosur and Dharmapuri. Mittas and whole inam villages have not been brought within the operation of the scheme, as the village establishments thereof have not yet been brought under the control of Government officers. The system in force in Salem and Atar differs from the Coimbatore system, in that each village of a group by turn assumes the responsibility of the central village for distributing covers and packets.

Nilgiris.—The system was tried in the Coonoor taluk from May 1896. In one circle, it worked only till the collections began in December, and in another it did not work even for a single day. The Deputy Tahsildar reports that the tandalgars who are generally ill-paid are unwilling to undergo the extra trouble and that, if pressed to do the work, they offer to resign to other work. Their pay is poor and they generally supplement their income by attention to their other important duties, especially because only one tandalgars is often attached to a village or even to a group of villages. In these circumstances the introduction of the system into the district cannot be recommended. The present system by which the work is done partly by post offices, partly by taluk peons and only in part by tandalgars has worked without a complaint, and it may continue.

Malabar.—The system was tried in all the taluks except Cochin and Wynad. In Calicut, there were not enough letters to carry and the system was therefore discontinued there, as well as in Chirakkal and Kottayam. In Ernad and Walavanad, it has been reported to be a failure. The Tahsildars of Palghat, Ponnani and Kurumbanad report favourably apparently for the reason that taluk peons are given some relief at the expense of the amsom peons whose existing burdens will not bear adding to. The system is wholly unsuited to the district, where the amsoms are unwieldy and the village servants few.

End P. Seetharam.

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