

Gokhale Institute of Politics and Economics
Publication No. 28

Structure and Working of Village Panchayats

A Survey based on case studies in Bombay and Madras

BY

A. V. Raman Rao,
M. A., Ph. D.

Price Rs. 7 or 11s. or \$ 1.50

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FOREWORD

Early in the year 1945 Mr. G. Vankatachalam of Bangalore intimated to me that an anonymous donor desired to give a scholarship at the Institute in the name of Mrs. Besant for a research study. Village Panchayats was suggested by me as the subject of this study and the subject was approved of by the donor. The scholarship was to be awarded towards the end of the year 1945 and was tenable for two years. Instead of planning the proposed research as another study based on published materials, it was thought more useful to utilise the offer for obtaining additional information and the study was directed towards obtaining field data regarding the working of Panchayats. It was planned as a series of case studies of a selected sample of Panchayats from different administrations. The administrations chosen were the two major provinces of Bombay and Madras and two Indian States within the boundaries of Bombay State. One of the two Indian States chosen was extremely small in size but was chosen specially, because it was experimenting with a novel scheme of Panchayat administration. Within each administration attempt was made to study Panchayats with different functions, of varying sizes and with different grades of reported efficiency. The research scholar chosen for conducting the case studies was Dr. Raman Rao who had, just before he was selected, completed his Ph. D. thesis on the economic history of the Andhra Districts in the early British period. He started work in April 1946 visiting every Panchayat selected in the sample and collecting most of the data personally. He presented his completed report in 1949.

The report could not be printed immediately for a variety of reasons. In the meanwhile the general background against which the Panchayats were studied had changed materially and many new ideas had been put forward and some new experiments made. It has been thought worthwhile to publish the report even in the changed circumstances. Firstly, most data available today are total figures or averages for whole groups of Panchayats which cannot serve the same purpose as actual figures for individual Panchayats. Secondly, apart from the statistical data, observations based on field study regarding the differences in working methods and efficiency related to socio-economic factors have importance of their own. Thirdly, in spite of the changed background the main structure and operations of the Panchayats themselves continue to be mainly what they were at the

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time of the study and a number of types of cases studied by the Besant Scholar have relevance to some of the plans and ideas that are being currently discussed. It is for these reasons that the report of Dr. Raman Rao is now being published by the Institute.

The publication retains its original character as report of a field survey with appended *obiter dicta*. A radical recasting of it would have required considerable time which Dr. Raman Rao could not spare. However, as the importance of the publication lies mainly in the comparative data it presents, it is hoped that the form would not be found to matter, and that with the new impetus to social research much more ample factual material on the working of Panchayats would be forthcoming in the near future.

Gokhale Institute of Politics & Economics
Poona 4.
16th April 1954.

} D. R. GADGIL

P R E F A C E

The following reports on the structure and working of Village Panchayats in Bombay, Kolhapur, Aundh and Madras were the results of investigations carried out by me as the Besant Scholar at the Institute during the years 1946 and 1947.

The actual investigation was carried out with the help of a questionnaire in the selected Panchayats in each administrative area with the co-operation of officials and non-officials. Every effort was made to choose, in each of the areas, representative sample Panchayats: good, moderate, bad and indifferent and Panchayats with different sources of income. The samples chosen included Panchayats getting incomes from a large variety of tax sources, having different types of non-tax receipts and exercising a variety of functions, besides their optional or obligatory duties. Specimens were also chosen of some Panchayats which were rent with village factions and were either not working effectively or had been superseded by Government.

Besides these, a few samples of Irrigation Panchayats, Forest Panchayats, Panchayat Courts, and Panchayat Schools in Madras, and Nyaya Panchayats in Bombay had been chosen. In Aundh, the judicial and civil functions were common, while in Kolhapur, the judicial powers were absent.

Keeping these criteria in view for the selection of the sample, samples were chosen from the oldest to the most recently started Panchayats under each legislation. These sample Panchayats, so chosen, were again classified in two ways: 1. according to the date of their origin, and 2. according to reported efficiency in the working. In Bombay, there were Panchayats since 1889 which were called Sanitary Committees and others which started in 1920, 1933, 1939 and thereafter, which were called the old, senior, junior and sub-junior Panchayats respectively. In Kolhapur Panchayats which were in existence prior to the Act of 1927 and those that came thereafter, were the senior and junior Panchayats. In Aundh, some Panchayats were in force from 1918, some came thereafter, some were introduced with the constitution of 1939 and the rest were started afterwards. These were also called the old, senior, junior and sub-junior Panchayats. In Madras the classification was between the major and minor Panchayats. Among the major Panchayats there were three grades: 1. with income above Rs. 20,000/- per year

2. between Rs. 10,000/- and Rs. 20,000/- and 3. upto Rs. 10,000/-
Minor Panchayats were those that had an income upto R. 5,000/-.

The second basis of classification was according to the working of the Panchayats. They were divided into four categories: 1. Panchayats which were having good finances and doing good work; 2. Panchayats which were having good finances but working unsatisfactorily; 3. Panchayats with bad finances but good working; and 4. Panchayats which were in a very unsatisfactory condition due to village factions, poor finances or other reasons. The selection was made on the basis of official and nonofficial reports received. As the reports were not available early enough in Madras this basis of selection was not used there.

In Bombay out of 400 Panchayats about 80 were chosen from Poona, Satara, Sholapur and Ahmednagar Districts with the help of the Presidents of the District Local Boards, their Chief Officers and Panchayat auditors. In Kolhapur too, the selection of the Panchayats was made in consultation with the Ilakha Panchayat Chief Officer, Secretary of the Development Department and the auditing staff of the Panchayats. Here about 20 Panchayats out of the existing 105 were selected. In Aundh, Mr. Appasaheb Pant, Ex-Minister of Aundh and the son of the Raja of Aundh, and his officials were very helpful in chalking out a programme on the basis of the above mentioned criteria. 24 out of the existing 72 Panchayats were selected for investigation.

The field investigation work in Bombay, Kolhapur and Aundh was over by the end of 1946 and I left for Madras by the beginning of 1947. There was some delay in obtaining instructions to local officers from the Government in Madras but towards the latter part of my work in the Province instructions were issued to all the District Collectors and the District Panchayat Officers to render me all possible assistance. Thanks even to this, I could finish the remaining part of my work in the Ceded Districts with the enquiry into Forest Panchayats, Irrigation Panchayats, Panchayat Courts and Panchayat Schools, very quickly. I am thankful to the generous assistance given by the District Collectors, Revenue Divisional Officers, Forest Tahsildars, District and Assistant Panchayat Officers in the Districts I visited.

In the course of my work I received help from several quarters as already mentioned and my obligations are too many to acknowledge in detail. I owe much for the success of my enquiry to the District Local Board Presidents, Chief Officers and Panchayat Officials in Bombay, the Secretary of the Development Department, Ilakha

Panchayat Chief Officer and his staff in Kolhapur, Yuvarajah and his officials in Aundh, the Revenue and Local Boards Officials in Madras who have always deputed one of their Assistants to accompany me to the sample Panchayats in the course of my investigations. I am also thankful to the several Panchayat Presidents and members who very willingly answered all my queries and took me round the village and threw open the office records for my information. The personal discussions I had with the various elements in the village like the Panchayat members, the Panchayat officials, the village officials, the members of the Forest and Irrigation Panchayats and Panchayat Courts and teachers of the Panchayat Schools taught me a lot that was not possible to gather from any printed page. To all those who contributed in my endeavour to study the structure and working of the Panchayats, my obligations are deep and manifold.

This study itself was made possible by the generous award of a Fellowship to me for two years by the authorities of the Gokhale Institute of Politics and Economics immediately after the submission of my thesis for Doctorate. I am deeply grateful to them for giving me this opportunity to study Panchayat administration first-hand. For this act of benevolence, kind guidance and sympathetic encouragement I can never adequately express what I owe to Prof. D. R. Gadgil, who has guided my first steps in research and has been taking ever since a keen interest in me and my work. The entire scheme of the work was planned out under his direction and was guided by him at every stage. I am deeply indebted to him for the several invaluable suggestions he had made and the modifications he had suggested after going through the draft reports. I am also obliged to my friend Prof. N. V. Sovani, Asstt. Director of the Institute who has gone through the manuscript and made some useful suggestions and to Mr. D. V. Deodhar of the Institute who has kindly gone through the proofs critically and made my task easy.

Since this is the first study of its kind in public administration. I shall feel amply rewarded if this earnest endeavour could at least succeed in stimulating thinking on this important problem in the minds of those who have an effective voice in deciding the destinies of the people in this country, especially those in charge of Local Self-Government Institutions and Community Project Schemes to strengthen the hold of the village community on the body-politic and lead to better studies by abler hands.

Bombay,
11-3-1954.

A. V. Ramani Rao.

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CHAPTER I

Structure and Working of Village Panchayats in Bombay

PART I

Administrative and Legislative Position of Panchayats on the Eve of Enquiry

The beginnings of modern local self Government in Bombay started with the Bombay Local Fund Act of 1869 which provided for the constitution of District and Taluka Committees as councils of nominated officials to collect local fund cess instead of leaving it to the option of the people and to consider local problems, without any power of execution. Lord Mayo's famous resolution, on decentralisation in 1870, deploring this lack of local initiative and interest, supervision and care, so much needed for the successful management of funds devoted to education, sanitation, medical charity went unheeded, till Lord Ripon, once again brought this issue to the fore-front, in 1882, by his resolution on Local Self Government, pleading that "as education advanced, there was rapidly growing up an intellectual class of public spirited men, whom it was not only bad policy, but, sheer waste not to utilize" (Govt. of India Resolution on Local Self Government, 1882, paras 5-6). Consequently the Local Boards Act of 1884 was passed, liberalising the constitution and functions of the District and Taluka Boards, but, so far as Bombay was concerned, nothing was done with reference to Village Panchayats inspite of the provisions made for their revival. (Govt. of India Resolution on Local Self Govt. 1882, paras 10, 14, 17, 19, 21). Only the Bombay Village Sanitation Act was passed in 1889, by which village sanitary Boards, with members like the Kulkarni, Patil and other local influential men nominated by the Mamlatdar came into being, for purposes of looking after village sanitation, provision of water supply, prevention of infectious and contagious diseases etc. These bodies unlike the panchayats had no jurisdiction over village administration. Hence, the public never liked them as they were thrust on them, without their consultation and consent. Again, as these bodies had no powers of taxation and were obliged to go to the people for subscriptions, to an amount equivalent to the Government grants for any project in the village,

of the Panchayat wherever he was co-opted. The Panchayats were very reluctant to take him and resented his admission into the Panchayat, as long as they could help it, as in Satara. In 2 Panchayats in Ahmednagar, Nevasa Khurd and Nevasa Budruk, the Patils were the Sarpanch and Dy. Sarpanch. This was opposed by the elected members of the Panchayat, complaints were carried to the District Local Board, but, nothing could be done in these instances. In Ahmednagar, Kedgaon Panchayat refused to co-opt village patil, for fear of his rivalry.

Village Officials : The pay scales of the hereditary officials like village Patils and other servants as indicated in Table II will show that they stand between a very wide margin and are very low ranging from Rs. 60/- per each per annum in Morgaon in Poona to Rs. 200/- for one patil in Mirajgaon in Ahmednagar. In other villages, the patils' annual pay does not exceed Rs. 70/- to Rs. 80/- per annum and with such a meagre salary, he could not be expected to discharge all the duties entrusted to him with zeal. Similarly the village servant's pay per annum did not exceed Rs. 8/- to 9/- in any of the villages. Rakhwaldars, Ramoshis and Mabars all of them, were equally paid so low that most of them were found migrating from villages to towns in search of jobs.

Method of Election : In the majority of cases, the election was only by show of hands, than by the method of ballot. Except in a few instances like Kanhur, Kopargaon and Pathardi in Ahmednagar, Talegaon, Dehu, Hadapsar and Khed in Poona, Umraj and Shirala in Satara, all the other Panchayats desired elections by ballot.

Caste Composition : Except in a few instances like Manchar, Chakan, Morgaon, Khed, Dehu and Pargaon in Poona and a few other instances, the membership of the rest of the Panchayats was predominantly Marathas.

Proportion of Population to Membership : The ratio was strictly followed in every Panchayat.

Committees : All the Panchayats were adopting Committee system for convenient division of work. The number of the Committees ranged from 10 in Poona, to 2 to 3 in the sub-junior Panchayats of other districts and the system appeared to be working satisfactorily. These Committees usually consisted of 5 to 6 members and were known by the type of work they do, like the Bazar Committee, Fair Committee, Cattle Pound Committee, General Committee, Ration Committee, etc.

B. Finance: The several sources of income to the Panchayats were already mentioned in Part I. Here were only mentioned, the existing resources as they were being collected in practice.

Local Fund Cess: In Poona Bhigwan, the oldest and senior Panchayat was getting by way of local fund cess only Rs. 44 per year, while Chakan in the 3rd grade got Rs. 160 per year. In Satara, while Lonand, a prominent Panchayat got only Rs. 140 Burgaon the worst Panchayat got yearly Rs. 2,186. Similarly, in Ahmednagar, while Kopergaon the oldest and best Panchayat got Rs. 600 annually by this source, Puntamba, quite a new Panchayat was getting Rs. 1300. In Sholapur, while Mohol and Madha Panchayats were getting Rs. 190 and Rs. 170 per annum, new Panchayats like Mandrup in 3rd grade were getting Rs. 326 per year. Thus the income from the local fund cess was available in greater magnitude to a village situated in an irrigated area than one in the dry area. In practice it is seen that the grant of local fund cess has no proportion to the population or needs of each panchayat.

House Tax: Since 1939, house tax was made compulsory in all the Panchayats. While the senior Panchayats collected at the rate of 4 annas per Rs. 100 capital value, the new Panchayats were to collect at the rate of 2 annas per Rs. 100 capital valuation. But, in most of the instances, there was gross undervaluation of the house; also accumulation of huge arrears was common. In some instances there was strong opposition to the imposition of the house tax where the villagers went to the extent of asking for the abolition of the Panchayat as in Chinchale, Walhe, Malad-Baramati, Arvi and Pargaon in Poona, Sadashivagad in Satara and Kurduwadi in Sholapur, which was ultimately suspended on account of its huge arrears of Rs. 60,000,

Taxation on the basis of rental value was extremely rare. Kurduwadi alone used to collect at the rate of 6 $\frac{3}{4}$ % on the basis of the rental value of the house. Hardly 8 Panchayats in Sholapur were collecting at the rate of 4 annas, like Degaon, Shelgi, Darganahalli, Madba, Temburni, Salewar, Mohol and Malshiras. Akluj was another Panchayat which collected house tax at the rate of 6 $\frac{1}{2}$ % of the annual rental value. A few Panchayats like Khedgaon, Khurdam, Keri and Akola collected at the rate of 3 annas per Rs. 100 capital value. All the remaining Panchayats were collecting at the rate of 2 annas per Rs. 100 capital value. In Ahmednagar, the rate of 4 annas was collected in senior Panchayats like Shivgaon, Kopergaon, Nevasa Khurd, Pathardi and Parner. In Satara too, only

a few senior Panchayats like Lonand, Koregaon and Umraj were collecting at this rate. All the rest were collecting only at the rate of 2 annas per Rs. 100 capital valuation.

Thus it was seen, that most of the Panchayats were not resorting to taxation at the highest level at 4 annas per Rs. 100 capital value, or 8% of the letting value, though these rates could be realised in several instances.

Bazar Tax : Bhigwan, Wadgaon-Nimbalkar, Belha, Talegaon, Hadpsar and Manchar Panchayats in Poona, were realising a good source of income by their Markets. In Ahmednagar, Kopargaon, Mirajgaon, Parner and Pathardi Panchayats were illustrations in point. In Satara, Lonand, Dahiwadi Panchayats were good examples. In Sholapur, 18 Panchayats collected this source of income including Mohol and Madha. In none of the Panchayats in which the tax was being collected, it was 6 pies per sq. feet which was the rate fixed by the Act. The maximum rates were hardly in existence anywhere. Again the system of tax collection through school boys, was highly undesirable and an uneconomic proposition. Another important discrepancy with regard to collection of bazar tax was its non-imposition in some places like Borgaon, Kanhur in Ahmednagar and Koregaon in Satara on a vague suspicion that the fair would not be held in that particular locality if the tax was imposed. In some instances as in Palus in Satara, the tax was being collected, but, the entire proceeds amounting to Rs. 10,000 annually were going to the pockets of the village Patil and no efforts were ever made to recover the money to the Panchayat. In Walki, the biggest cattle fair was being held, but, no tax was being collected.

Tax on Marriages, Feasts and Adoptions : These were taxes rarely resorted to in any of the districts. In fact, very few Panchayats were having income from this source; Kanhur in Ahmednagar was getting Rs. 50/- per year, and Puntamba Rs. 30/- per year. Shirdi was earning Rs. 25/- while Arvi in Satara had earned Rs. 125/- during 1945-46. Dudhgaon in Satara was another Panchayat, where this practice was said to be in force.

Tax on Pilgrims, Fairs and Festivals : Shirdi and Puntamba were the only 2 Panchayats from Ahmednagar which were collecting taxes from this source. No separate pilgrim tax was collected anywhere. Dehu in Poona was getting Rs. 2000/- from the fair of saint Tukaram. Other important centres of pilgrimage among the Panchayats were Padali and Shirala in Satara, Pangri, Yedsi and

Mohol in Sholapur. But no pilgrim tax was imposed in these places. Similarly, Shivgaon and Pravara-Sangam in Ahmednagar were instances where heavy pilgrim tax to the extent of Rs. 1000/- annually could be collected, but, nothing was done to get the same.

Bus and Vehicle Tax : There were very few Panchayats which were imposing these taxes. Bhigwan in Poona used to get Rs. 600/- by bus stand fees annually, Manchar about Rs. 600/- and Bavada about Rs. 180/- per year.

Cattle Pound Fees : Cattle pound fees were originally the income of the Panchayats, but, by a latter decree, they were transferred to the Treasury. Some Panchayats still somehow continued to get this income. However, if the income was entirely left to them, the Panchayats would be richer to that extent.

Bhangi Patti : Provision of private scavenging service was done by very few Panchayats in Bombay and even there, the rates were not based on any uniform basis.

A. Category Panchayats : In Kopargaon, and Parner in Ahmednagar, the income from this source respectively was Rs. 1,200/- and Rs. 300/-. In the former, the rate per latrine was Rs. 6/- while in the latter, it was Rs. 4/-. In Lonand, the income from this source was Rs. 825/- while the rate charged was Rs. 4-8-0 per house. In Mohol and Madha, in Sholapur the income from this source was Rs. 113/- and Rs. 130/- respectively, while the rates were Rs. 4-8-0 per latrine and Rs. 1-8-0 per cess pool.

B. Category Panchayats : Senior Panchayats like Khed in Poona were getting Rs. 500/- from this source.

In other Panchayats, the facility was not available. Even where Bhangi Patti was being collected it was not based on any uniform basis. Some houses were assessed at Rs. 4-8-0 and some at Rs. 4/- and the rate of Rs. 6/- was very rarely collected.

Profits from the Ration Shop : Profits from distribution of rations ranged from Rs. 3,000/- in Hadapsar, Rs. 2,500/- in Talegaon, Rs. 150/- per year in Poona, Rs. 900/ in Pathardi to Rs. 350/- in Kokanathan in Ahmednagar and Rs. 2,000/- in Dahiwadi to Rs. 200/- in Kuntha in Satara.

Process Fees and Majesterial Fines : There were other sources of income available to most of the Panchayats, irrespective of the Category to which they belonged. In Poona, Bhigwan was getting Rs. 40/-, Belha Rs. 50/-, Talegaon Rs. 20/-, Manchar Rs. 100/-

Morgaon Rs. 15/-, Gomewadi Rs. 21/- and Bopodi Rs. 25/-. In Ahmednagar, Pathardi was getting Rs. 47/- annually and in Satara, Koregaon Rs. 49/-, Umraj Rs. 20/- and Peth Rs. 25/-.

Under Section 91 (3) all these proceeds of warrant for restraint of property and majesterial fines were usually credited to the Panchayat and they naturally varied from Panchayat to Panchayat.

Sale of Manure : This was not a regular source of income as some of the Panchayats did not take up this activity. It was realised only in those Panchayats where preparation of manure was taken up. In Poona, Hadapsar, a big Panchayat was getting only Rs. 30/- while Manchar another senior Panchayat in the same District earned Rs. 350/- per annum. Chakan was getting only Rs. 5/-. In Ahmednagar, Kopargaon, the foremost Panchayat was getting about Rs. 2,500/- per year, while Parner, Pathardi and Mirajgaon earned each Rs. 25/-, 300/- and 125/-. Nevasa Khurd was getting Rs. 200/- while Shivgaon earned about Rs. 125/-. Nevasa Budruk was selling its manure for Rs. 75/- alone. In Satara, the sale of manure was yielding Rs. 210/- in Lonand. In Sholapur, Mohol, Madha and Vairag earned about Rs. 100/-, Rs. 50/- and Rs. 40/- each respectively.

Miscellaneous Income : This was an uncertain source of income in several Panchayats indicating several items like deposits or old balances or tender money ranging from Rs. 800/- in Nagthana in Satara to Rs. 10/- in Palus, in the same district.

Private Contributions and Donations : These were few and far between. Only 2 instances came to light; Targaon, where the Sarpanch made a donation of Rs. 200/- to the Panchayat and Shelgaon in Sholapur where Government gave a grant of Rs. 100/- per year. In Mohol, the Panchayat had credited Rs. 50/- as charges of cattle breeding and Rs. 100/- towards sale of stray and unclaimed cattle.

C. Functions : Functional administration include several duties of the Panchayat mentioned in Part I, and the expenditure incurred by them on each of these items is shown in Table 4.

Secretary : In Poona while 'A' Category old Panchayats like Bhigwan and Wadgaon-Nimbalkar were paying their Secretaries annually a salary of Rs. 100/-. Khed and Dehu Panchayats in the 'B' Category were paying their Secretaries Rs. 550/- and Rs. 560/- annually. While Hadapsar, the richest Panchayat in Poona paid its Secretary Rs. 312/- annually, Manchar Panchayat without half of its income or work was paying its Secretary Rs. 700/- annually. Similarly, while Chakan an "A" Category junior Panchayat had a

Secretary on Rs. 60/- per year, sub-junior Panchayats in "C" Category like Kavatha and Bavada had secretaries on Rs. 180/- and Rs. 120/- per annum respectively.

In Satara, while no senior and best Panchayat paid its Secretary more than Rs. 240/- per year as in Koregaon, Umraj or Peth, Dabiwadi, a sub-junior Panchayat had to pay for its unqualified and inexperienced Secretary Rs. 312/- annually.

In Sholapur and Ahmednagar, the scale of Panchayat Secretaries and the range of difference between the ill paid, but, capable Panchayat Secretaries and well paid, but, unqualified and inefficient Secretaries, was still greater. For example in Ahmednagar, while some of the best and efficient Panchayat Secretaries as in Kokanathan and Samvastar Panchayats in the 'A' Category were getting Rs. 240/- per annum, Kedgaon, a Sub-junior Panchayat in "C" Category was paying its Secretary Rs. 480/- per year for absolutely no work. Similarly in Walki and Shirdi the Secretaries were drawing Rs. 480/- per annum for little or no work. Again while Koregaon, the biggest Panchayat was paying its Secretary Rs. 600/- per annum, Pathardi, another good Panchayat used to pay Rs. 660/- inclusive of D. A. Rs. 300/- for its Secretary for doing ration work in addition to his own duties, while Mirajgaon, a senior Panchayat was paying its Secretary Rs. 300/- annually, sub-junior Panchayats, like Puntamba and Bodhegaon were paying each Rs. 540/- annually to their Secretaries.

Similarly in Sholapur, highly paid and inefficient Secretaries were placed in the worst Panchayats, while in the best Panchayats, the Secretaries were efficient but, ill paid, e. g. while Mohol and Madha which were old senior Panchayats had Secretaries on a pay of Rs. 360/-, Vairag and Deogaon which were junior Panchayats, less active and less efficient were given Secretaries who were paid Rs. 540/- and Rs. 480/- respectively by the Government. Panchayats in the 'C' Category like Jeur, Zare, Pangri and Yedsi were given Secretaries with still better salaries viz Rs. 540/-, 480/- etc. practically for no work. Thus, well paid and inefficient Secretaries were to be found in bad or small Panchayats; while the best and big Panchayats were always given very poorly paid Secretaries. The Government did not decide the scales of the Secretaries and the grades of the Panchayats according to income and allot highly paid Secretaries to bigger Panchayats and lower paid to smaller Panchayats.

Dissimilarities and disproportions between the work of the Panchayat and the pay of the Secretary was not the only discrepancy

that was revealed. Besides, there were also differences in the method of paying them.

In Satara, the District Board used to take the salary of the Panchayat Secretary and pay it directly through the Sarpanch, so that at least once in a month his presence would be secured either in the Panchayat or the District Board Office. But in Sholapur and Ahmednagar there were several instances where the Panchayat Secretaries used to regularly draw the salaries from the Treasury, without ever appearing in the Panchayat for months together. The Panchayats used to complain to the District Board and the District Board to the District Collector while this state of affairs continued to be the same without check.

Other Establishment-Clerks & Peons: Most of the Panchayats were not in a position to appoint any additional establishment besides the Secretary. Very few Panchayats had a clerk and still fewer a peon. A clerk was usually taken, if there was also the ration work or the work of the Panchayat itself was too much for a single Secretary.

Only a few senior Panchayats like Hadapsar, Belha in Poona, Kopergaon in Ahmednagar, had appointed a clerk and peon each to do the additional work of ration distribution.

Peons were maintained in a few senior Panchayats like Parner and Pathardi in Ahmednagar, Palus and Shirala in Satara and Madha in Sholapur.

None of the other Panchayats were able to afford them.

Office Contingencies: Every Panchayat in whatever category it was, had to spend some money for stationery, printing of bill books for daily or weekly markets, house tax receipts, ration sales bills and the expenditure was in accordance with the activities of the Panchayats. It was more in the Panchayats like Belha and Hadapsar in Poona, Kopergaon, Parner and Pathardi in Ahmednagar, Lonand and Koregaon in Satara, Mohol and Madha in Sholapur. There were also some instances like Palus, where the Panchayat had spent about Rs. 500/- on furniture, neglecting more important items of work.

Travelling Allowance to Staff: Whenever the Secretary of the Panchayat had to visit the District Head Quarters in connection with office work, his expenses were paid by the Panchayat. But, this occasion usually arose in the case of senior Panchayats than junior Panchayats.

Water Supply: Water scarcity was an acute problem for most of the Panchayats unless there was a stream or a river nearby.

In Poona, Belha Panchayat dug two wells, one for the Harijans and one for the Brahmins, but, still there was acute water shortage. In Wadgaon-Nimbalkar, some private wells and a stream catered to the needs of the village but, no separate arrangements were made for the depressed classes. In Belha Panchayat, there were only 4 wells, 2 for Brahmins and 2 for Harijans each. Among the junior Panchayats like Chakan, Morgaon and Pargaon, water scarcity was acute.

Even in Satara, Sholapur and Ahmednagar, water scarcity was severe. There were very few cases where there were natural advantages like a stream and river as in Koregaon in Satara and Kopargaon in Ahmednagar. Other Panchayats like Nerla, Peth and Umraj in Satara suffered badly for want of water. Shirala Panchayat was relieved because of a stream flowing nearby, while Palus was lucky in having a donor who had sufficiently donated for the construction of wells for the several subcastes, including the scheduled classes like Chamars, Mahars, etc.

Compared to Satara, the problem was still worse in Sholapur and Ahmednagar. Mohol, Madha, Vairag and Shelgaon which were some of the best Panchayats in Sholapur were the worst sufferers in this respect. In Panchayats like Jeur, Zare, Pangri and Yedsi, there were hardly 4 or 5 wells for the whole area. Only in Jeur, provision was made for Mahars, Chamars, and Ramoshis, with a separate well for Brahmins.

In Ahmednagar, Nevasa Khurd and Nevasa Budruk are on the banks of the Godavary and so there is no water scarcity. But in other places, water scarcity was acute.

Sanitation and Conservancy: Provision for daily sweeping of roads, private and public latrines, dustbins, cleaning of gutters and sewage water were some of the functions of the Panchayats under this heading.

Sweeping of roads was done by very few Panchayats like Bhigwan, Talegaon, Hadapsar and Manchar in Poona, Kopargaon and Mirajgaon in Ahmednagar, Mohol and Madha in Sholapur, Kopargaon and Umraj in Satara.

The rest of the Panchayats in whatever Category they were, were not able to do anything in this matter.

Latrines: This was an amenity provided by very few of the Panchayats. Kopargaon in Ahmednagar had about 60 public

latrines for men and women and private scavenging services for another 150 private latrines. There was also a good drainage system provided at a heavy cost. None of the Panchayats enquired into in any of the four districts showed the existence of this facility. The sanitary conditions were deplorable. No regular attention was paid to the cleaning of the sewage water or gutters. In Manchar Panchayat in Poona, old and ruined houses were being used by the public as latrines. They had become obnoxious centres of ill-health, breeding huge swarms of mosquitos around them. The Panchayat revealed an expenditure of Rs. 800/- per year with little good done for the public health of the village.

None of the other Panchayats were able to do better with regard to this obligation.

Medical Help : This also was woefully lacking in most of the Panchayats. There was a terrible shortage of rural doctors and there were very few instances as in Ahmednagar where the Panchayats were able to devote some attention to this obligation. In Kopergaon, as it was also a Taluka Headquarters there was a District Board Dispensary and a maternity home. The Panchayat was contributing about Rs. 200/- every year for the baby welfare week. In Mirajgaon, there was a scheme for a maternity home, but, it had not yet materialised. Parner Panchayat used to contribute every year about Rs. 25/- to its veterinary dispensary.

Lighting : Very few Panchayats revealed to be providing this facility, while some had stated, they had to stop this facility for some time due to lack of kerosene oil on account of rationing and control. Kopergaon in Ahmednagar, and Lonand in Satara were providing 25 petromax lights and 70 kerosene oil lights, 17 petromax lights and 14 kerosene oil lights respectively. Panchayats like Madha in Sholapur, Kopergaon in Satara, Nevasa Khurd in Ahmednagar, Talegaon and Hadapsar in Poona were contemplating to revive this facility.

None of the other Panchayats were able to meet this obligation.

Repairs and Maintenance of Fairs, Bazars and Cart Stands : Only a few old Panchayats as in Poona like Belha, Hadapsar and Manchar, were paying some attention to the bazar sites spending about Rs. 500/-, Rs. 700/- and Rs. 1000/- respectively. Belha was attending to the repairs of its bazar site, Hadapsar was trying to acquire a site for bazar, and Manchar was contemplating construction of a cart stand. Nevasa Khurd, Nevasa Budruk in Ahmednagar, Shirala in Satara

Yedsi in Sholapur were attending to the maintenance of sites for fairs and festivals.

Most of the Panchayats did not appear to be interested in discharging these functions.

Slaughter Houses : These were conspicuous by their absence in most of the Panchayats. Only Mohol in Sholapur had a slaughter house, while Manchar in Poona had provided in its budget money for the construction of one in its area.

Cattle Pound Repairs and Maintenance : Maintenance of the cattle pound was done by some Panchayats as Nerla in Satara though that income was not received by them.

Tools and Plants. Each Panchayat was buying the tools it required by spending some money on that account.

Maintenance of Burning and Burial Grounds : Though none of the Panchayats showed any expenditure in their budgets on this particular item, it was found that they did pay attention to them and kept them in order.

Plantation of Trees : This was done only by a few Panchayats like Dahiwadi and Lonand in Satara and Parner in Ahmednagar.

Maintenance of Libraries and Reading Rooms : Belha and Bhigwan in Poona, Parner in Ahmednagar, Dahiwadi, Nerla and Peth in Satara were providing newspapers. None of the other Panchayats were able to do much in this matter.

Charities and Donations to Schools, Hospitals, Etc. : The financial condition of several Panchayats usually was so bad that they had hardly any resources for donation. However there were a few instances like Belha in Poona, and Kopargaon in Ahmednagar which were giving annually to school Rs. 100/- and Rs. 400/- with a sanction of Rs. 200/- for special class in Ahmednagar. Parner in Ahmednagar was giving Rs. 25/- to Veterinary Hospital and Rs. 40/- for night school. Mohol in Sholapur was spending about Rs. 100/- annually for the celebration of the health week. Bavada in Poona and Mirajgaon in Ahmednagar were thinking of donating about Rs. 1000/- each for a veterinary hospital and a maternity home when they would be started.

Public Works : Construction, maintenance and repairs of roads, bridges, buildings, drains and wells were obligatory functions of the Panchayats which were usually attended to, especially road maintenance.

Belha and Bhigwan among the old Panchayats, and Hadapsar in the senior Panchayats, in Poona, Kopargaon, Parner and Pathardi in Ahmednagar, Nerla and Peth in Satara and Mohol in Sholapur were looking to road repairs and construction regularly. Even in junior and sub-junior Panchayats, public works were never neglected, viz : Morgaon and Chakan in Poona, Vairag, Shelgaon in Sholapur, Kumtha in Satara and Kavatha in Ahmednagar revealed the same careful attention to the roads. Panchayats in the 2nd and 3rd grades whether they were in A or B or C category revealed to be paying some regular attention to this obligation incurring expenditure in proportion to their resources and it was nowhere neglected (vide Table 4.)

Ration Distribution : Wherever rationing work of food grains and cloth was done by the Panchayats, it appeared to be profitable.

This work was done by 24 Village Panchayats in Poona, 2 in Ahmednagar, 4 in Satara and 2 in Sholapur.

Absence of any systematic book-keeping appeared to be the chief defect in most of the Panchayats. Details regarding the purchase and sale statements showing daily, weekly and monthly distribution and balance sheets indicating the total turnover and stock in hand were not available in most of the cases. The chief excuse for this state of affairs very often was the records were maintained by ill paid and ill trained Panchayat Secretaries. However, none of the Panchayats made it a losing concern, wherever ration work was undertaken, but showed some profits as below :—

<i>Name of the Panchayat</i>	<i>District</i>	<i>Profit,</i> Rs.
1. Dehu	Poona	1,000
2. Manchar	"	500
3. Khed	"	1,500
4. Hadapsar	"	15,000
5. Chakan	"	1,000
6. Pathardi	Ahmednagar	1,000
7. Samvatsar	"	1,000

<i>Name of the Panchayat</i>	<i>District</i>	<i>Profit.</i>
8. Kumtha	Satara	500
9. Dahiwadi	..	3,000
10. Deogaon	Sholapur	700
11. Vairag	..	700

In Dehu, the profit of Rs. 1,000 was earned at the rate of 1 anna in the rupee as dividend, 1/2 of which is taken out for establishment and contingencies. In Chakan, the profits were made possible by the members of the Panchayat doing the work of the ration distribution by turns. In ~~Bavada~~ there was a ration shop run by the Panchayat, but, here, the Secretary kept false accounts and also dealt in black market, but, as the Panchayat or the District Board had no effective control over him, the complaints against him went unheeded. In Dahiwadi, the Sarpanch collected loans without interest for starting ration work and thus out of the borrowed capital started a ration shop and earned a good profit for the Panchayat by doing free voluntary service. In Deogaon, in Sholapur the Sarpanch himself was attending to ration distribution. In Vairag, the Panchayat was looking to both food grains and cloth ration.

~~Panaji~~ was a notorious instance where the Panchayat Members collected about Rs. 1000/- on the plea of starting a ration shop but misappropriated the same for some other purposes.

Supervision of the Village Education : Each Panchayat had a School Committee to supervise the work of the teachers and to send periodical reports to the School Board of the District Local Board.

Administration of Justice : Panchayats had powers to try as Nyaya Panchayats suits as i. for money due on contracts not affecting any interest on immovable property, ii. suits for the recovery of the movable property, iii. suits for the value of the movable property, iv. suits for compensation for wrongful taking and injuring movable property, where the amount does not exceed Rs. 25/- or Rs. 100 by the written consent of both the parties recorded in the presence of the Village Bench. The Provincial Government by a notification in the Gazette may empower a Village Bench to try any such suit upto such value not exceeding Rs. 100/- as may be specified in the notification..

The prescribed fees for the institution of suits are :—

1.	When the amount of value of the suit	Rs.as.p.
	does not exceed Rs. 10/- ...	0-2-0
2.	When it exceeds Rs. 10/- and not Rs. 25/-	1-0-0
3.	do. Rs. 25/- and not Rs. 50/-	1-8-0
4.	do. Rs. 50/- and not Rs. 75/-	2-0-0
5.	When it exceeds Rs. 25/- and not Rs. 100/-	2-8-0

Besides this Civil Jurisdiction, offences are cognizable under I. P. C. Sec. 269, 277, 283, 351, 372, 426, 447, 448, 461, 504, 524. But no Panchayat can exercise these or civil powers unless sanction is given by the State Government through a Gazette Notification.

Only 3 Panchayats in Poona out of 112 and 5 out of 76 in Ahmednagar were annually given a few of these powers, while not a single Panchayat in Satara or Sholapur was ever deemed to be qualified for this task.

In Poona, Village Benches were established with separate Elected Committee in all the Panchayats in anticipation of powers. Out of these only 20 Panchayats were invested with judicial powers, while the rest 92 were not bestowed with any judicial powers at all. But, the actual exercising of these powers was seen only in 3. The others were not able to utilize their powers for one reason or the other.

Again all the powers mentioned in the Panchayat Act were not delegated to the Village Benches, but, only the Laws under Sections 269, 277 and 283 of the I. P. Code and Section 24 of the Cattle Trespass Act and the Breach of Bye Laws made punishable under the Bombay Village Panchayat Act of 1933, were only delegated. The cases under above Sections were very rare and hence Village Benches had practically no work.

In Poona, Village Benches were found working in Bavada, Morgaon and Talegaon. In Kavatha the Village Bench was not working due to the absence of a Secretary who would also act as the judicial clerk. In Morgaon Panchayat, the Village Bench began to exercise powers since 1943 and by 1946 it was revealed to have decided about 10 cases with jurisdiction upto Rs. 25/-. There was no separate office for the Village Bench to hold its sessions except the Panchayat Office. The summons were served either by a peon or the Secretary of the Panchayat and the parties were thus brought

before the Village Bench. Very often, the parties agreed to the decision of the Village Bench, due to their intimate knowledge with the offender as well as the complainant. All the decisions were compromises. The decision after hearing were usually recorded in the Court Register by the Secretary as the judicial clerk of the Village Bench. Upto 1946, it had decided 14 cases and in all the cases, the decision of the Bench was accepted by villagers.

Bavada, a sub-junior Panchayat was also given judicial powers since 1943, but, it started exercising them only from 1945. The Judicial Committee of 5 members in the Panchayat used to hear 4 to 5 civil disputes upto Rs. 25/- every year. Its criminal powers extended to sections of the I. P. Code 269, 277, 273 and the average income of the Panchayat from registration of suits came to be about Rs. 5/- to 10/-. The members of the Village Bench proved efficient and there was no discontent against their decisions.

Talegaon was a senior Panchayat with civil and criminal powers since 1940. It decided annually about 25 civil and 4 or 5 criminal cases. Its civil jurisdiction was upto Rs. 25/- and criminal powers were upto a fine of Rs. 10/- against all offenders of the provisions of the Indian Penal Code. The decisions of the Panchayat Nyaya Sabha were always accepted by the villagers and they never went in appeal.

Thus in the 3 Panchayats in the senior, junior and sub-junior category where there were the Judicial Committees, they proved to be working successfully, dealing out cheap and speedy justice deciding disputes in a period of one month to a year, at the most, from the time of investigating the case.

There were Panchayats like Belha, Kavatha and Kedgaon-Bori-Parthi, where the judicial powers were given, but, not exercised for one reason or other. In Belha, the Panchayat complained, that villagers prefer to go to Mamlatdar or the Civil Court than coming before them in either civil or criminal disputes. Kavatha was given Judicial Committee powers in 1943, but, it took 3 years for the orders to reach them and thereafter, the Panchayat excused itself on the plea that it had no Secretary to do all the preliminary work. Powers were given to Kedgaon-Bori-Parthi too as early as 1943, but, the Panchayat was not exercising them for want of knowledge as to how to do so. The members of the Panchayat expressed their inability to

undertake the work, unless they were given the proper training and instruction.

In Ahmednagar, Nevasa Khurd, Mirajgaon, Pathardi and Shivgaon had the powers of the Village Bench bestowed on them.

In Nevasa Khurd, the Village Bench had powers from 1942, the members of the Judicial Committee were all literate and the Sarpanch was a vakil. But, in spite of all these facts, the number of cases that came before the Nyaya Sabha were so few from 1942 to 1946 that they did not exceed 3, i. e. 1 in 1942, 1 in 1943 and another in 1945 all only upto Rs. 25/-. All the three ended in compromises except 1 which went to the Mamlatdar for recovery of some amount. Pathardi got its Village Bench powers in 1942 with civil and criminal jurisdiction; an examination of the civil suit register revealed 3 civil suits in 1942, 6 in 1943, 3 in 1944, 2 in 1945 and 1 in 1946. There were also cases filed above the value of Rs. 25/- with the consent of the parties as for Rs. 94/- in 1944, Rs. 33/- in 1943, Rs. 46/4/- and Rs. 48/4/- in 1942. All the rest of the suits were for below Rs. 25/-. There was only one case under criminal section of the Cattle Trespass Act where the accused was fined Rs. 5/- and the same was credited to the Panchayat. The members of the Judicial Committee here were experienced and intelligent and they had the advantage of having an efficient and enthusiastic Secretary working as the judicial clerk. Here the Village Bench complained that the jurisdiction allowed upto Rs. 25/- was not adequate and should be extended upto Rs. 100/- in all civil suits. They also observed that the time limit set for the limitation of the civil suits before the Panchayat as one year was too inadequate and desired it should be extended to three years.

Mirajgaon was another Village Bench with powers from 1942. It was having about 15 cases per year upto Rs. 25/- and was able to dispose them off ably to the satisfaction of both the parties. Here also the Sarpanch who was also the Chairman of the Judicial Committee felt that the time limit for filing of suits before the Panchayat should be extended from 1 year to 3 years and the Village Nyaya Sabha should be given powers to decide civil suits upto Rs. 100/-.

Shivgaon Panchayat was the most active Nyaya Sabha in the whole of Ahmednagar. Ever since the civil and criminal powers were vested in the Village Bench in 1942, there had been a roaring litigation flowing before the Village Bench. The civil suits register

revealed about 64 suits in 1942-43, 147 civil suits in 1943-44, 58 civil suits in 1944-45 and 10 in 1945-46. In spite of a Civil Court and a Debt Adjustment Board in the locality. Criminal offences were not at all taken by the Village Bench. The members reported that no case took more than 15 days for decision and compromises were effected on the basis of 1/4th payment to the complainant by the opposite party. The income to the Panchayat through the Village Bench was calculated to be about Rs. 170/- to 180/- per year. The Village Bench appeared to be taking cases upto the value of Rs. 100/- as a matter of routine as if it was given an unqualified jurisdiction. The Nyaya Sabha had been taking up year after year many cases above Rs. 25/- as below :-

**Cases decided above the permissible jurisdiction by Shivagaon
Nyaya Sabha from 1944-46.**

Year	Value of the Suits			Total No. above jurisdiction.
1944	26-0-0	26-0-0	88-6-0	21
	42-6-0	73-7-0	84-6-0	
	46-8-0	33-12-0	53-7-0	
	50-0-0	33-0-0	35-12-0	
	44-11-0	33-7-0	97-0-0	
	100-0-0	45-11-0	46-12-0	
1945	35-6-0	29-5-6	32-2-0	27
	93-0-0	85-0-0	65-0-0	
	82-8-0	50-0-0	37-8-0	
	97-8-0			
1946	80-0-0	97-7-6	82-7-0	8
	100-0-0	93-0-0	85-0-0	
	100-0-0	90-0-0	96-0-0	

There were also three cases which were time barred, but, still Village Nyaya Sabha had taken them up and decided them as if they were normal cases. The surprising thing about this Panchayat Nyaya Sabha was that these amazing facts of breach of law and assumption of extra jurisdiction happened here, in spite of the Panchayat being manned by the practising local lawyers. Nobody seemed to have examined the Panchayat Court Register and taken any objection to the practice followed.

In Sholapur and Satara, the Panchayats had no judicial powers.

Village Temples: Devasthan supervision or maintenance was not one of the functions of the Panchayats, but, in the course of the inquiry, facts were gathered with regard to this function too with a view to ascertain the situation.

Temples in Deccan villages were not so rich and well endowed as the South Indian Temples. Each and every village had its own temple or masjid, but, instances where they were richly endowed were few as Bhigwan, Belba, Manchar and Hadapsar in Poona, Kopargaon, Mirajgaon, Pathardi and Parner in Ahmednagar, Koregaon, Lonand and Arvi in Satara and Madha in Sholapur.

In the majority of cases, the temples had no property of their own and depended for their lighting etc., on Government or public charity. In Kopargaon, the temple of Sankeshwar had an income of Rs. 5000/- per year, but, the whole property fell into litigation due to the abuse of powers by the Devasthan Panch. In Talegaon, the temple had about 750 acres of land, but, the property was never properly managed and here the Panchayat expressed a desire to look after the temple affairs. There were other Panchayats like Dehu in Poona, the birth place of Tukaram, Nevasa Khurd and Budruk, Shivgaon, Pravara-Sangam and Puntamba in Ahmednagar, where some fairs or festivals were annually held, but, they were not able to derive any advantage by way of a pilgrim tax in any of these areas. Same was the case with Shirdi in Ahmednagar, and Padali in Satara. The Panchayats had no inclination to utilize their peculiar advantages to the betterment of the locality in any way by assuming control of local fairs or imposing a fair or pilgrim tax, even where there were rich opportunities to earn a good deal of income on account of the huge congregations that gathered there every year.

Supervision and control: Each District Board had only one or two Panchayat Auditors and one Chief Officer to supervise the working of the Panchayats in its jurisdiction. It was learnt that very often it was not possible for the Panchayat Auditors to go through all the Panchayats and check up their working every year and every Panchayat was getting its turn of inspection once in two or three years. Meanwhile, there were several irregularities which naturally went unchecked. On account of the system of dual control by the District Board and the Collector, each was expecting the other to supervise the working of the Panchayats, while ultimately, little or no attention was ever paid to them by either, in the majority of cases. Same was the case in the matter of all the functions of the Panchayat like sanitation, public works, medical relief, and administration of justice,

PART III

Observations

A. Structure: Panchayats were not established in all the villages of 2000 population not because the villagers opposed their formation, but, because Government orders for their formation were not received in several instances. Neither the District Board nor the District Collector pursued the matters closely as the procedure for the formation of the Panchayats was very round about. One village, one Panchayat seemed to be the usual procedure, but, where the Panchayat was left to itself in the matter of distributing seats as per wards, or hamlets, the situation was ending in interminable quarrels, leading either to the prevention of the formation of the Panchayat or to its wrecking if it was formed. Joint Panchayat was no answer to the situation of even nearby villages, as there was always constant conflict of interest and less of harmony and mutual understanding. Provision for reserve seats on a population basis was revealed to be a good system for the members of the depressed classes or Harijans or muslims or women members. The method of keeping the Patil as an ex-officio member of the Panchayat, proved to be very helpful, and his removal did not appear to be to the advantage of the Panchayat as it was supposed to be by the later legislators. The fixation of the number of the members of the Panchayat in accordance with the proportion of the population of the Panchayat was working well, but, there was no need to extend the number from 11 to 15. Election to the Panchayat by ballot appeared to be better than by show of hands to reduce the aggravating danger of village politics. A lot of confusion had been created with regard to the post of the Village Panchayat Secretary, his position, his appointment,

his jurisdiction and work and control over him. Experienced Sarpanchas and members in the Panchayats always proved strong assets to their working. The hereditary village officers and the hereditary servants were fast getting out of touch with the Village Panchayat and there was no trace of any adequate care taken in this matter to protect them and uphold them in the village set up.

B. Finance : The resources of the Panchayat were very few and even the existing ones were not properly tapped. The share of the local fund cess was distributed to Panchayats not according to the requirements or proportion of population, but, in accordance with their receipts as bagayat area or dry area. An irrigated village gets more, while a dry village gets less. As this itself is not correct, the proposal to pay 15% of the land revenue or 25% of the land tax whichever is more only increases the existing disparities than rectifying them. Similarly in the matter of house tax, the maximum rates were never collected; the house values were always under-valued and they were not revised for years. There were very heavy arrears and they were never properly collected. The amendment in 1947, to collect house tax even on farm houses and in case of their inability to pay the same in cash, to collect it in kind by way of labour was a commendable change. But, unless the higher rates are enforced rigourously, without leaving them to the free choice of the Panchayats, there is no likelihood of bettering Panchayat finances. Same was the case even in the matter of other taxes : like the bazar tax, taxes on marriages, feasts and festivals, pilgrim tax, bus, cart and vehicle tax, which were not imposed in several Panchayats. Octroi duties, tax on sale of goods, oils, tax on water, lights and tolls were not collected, though there were many convenient places in which they could be imposed. The right to collect taxes from hotels, shops and entertainments according to the amendment of 1947 also was not strictly enforced, nor was there any attempt to introduce collection like the license fees as in Madras on dangerous and offensive trades. Hence the finance of the Panchayats continued to be very meagre. Thus, there was much scope for improving of local finance without burdening the State Government for grants. State Government would have to insist on the Local bodies tapping of existing resources before their approaching them for help.

C. Functions : The majority of the Panchayats were not able to meet most of the obligations entrusted to them for want of finance. By the amendment of 1947, 3/4th pay of the Secretary was

to be paid by the Government and 1/4th by the Panchayat, but, the rest of the matters regarding him were left still in obscurity e. g. who should appoint him, what should be his duties, who should punish him, control and supervise his work etc. The irregularities in the pay and functions of the Secretaries were also not totally rectified. His dual responsibility to the District Board and Collector was also not removed. First Grade Panchayat is one whose income is Rs. 3000/- or more, 2nd Grade Rs. 1500/- or more but, less than Rs. 3000/-, 3rd Grade whose income is less than Rs. 1500/- per annum. A First Grade Panchayat Secretary should be at least a High School 6th Standard candidate or a corresponding examination preceding the matriculation examination and the 2nd or the 3rd Grade Village Panchayat Secretary should at least have a primary school leaving certificate. No candidate for appointment should be either under 18 or above 25 years of age. Persons with rural training were to be given preference and candidates selected for the post should undergo training for 2 months or more in the office of the District Local Board and they should be appointed on probation for 2 years, and be required to pass some departmental examinations from time to time and failing to pass, they shall entail loss of appointment unless the Panchayat choses to retain for reasons given in writing. The results of the examination shall be published in the Official Gazette by the Collector, the names of the candidates being arranged according to merit.

The powers and duties of the Secretaries are also to be specified. He shall perform all the administration and other duties entrusted to him by the Panchayat. He shall also perform such other duties as the State Government may direct him to perform in connection with rural welfare. He shall carry out all the executive orders of the Panchayat. He shall be responsible for the supervision, direction and control of the service of the Panchayat. He shall grant or give under a signature subject to the provisions of the Act and Bye-laws of licences, permits granted or given or issued by the Panchayat, other than those licences for markets or slaughter houses. He shall be also responsible for the prompt recovery of the taxes and other duties under the Panchayat. He should take prompt measures to correct any irregularities pointed out by the Collector or the District Local Board. He should report to the Sarpanch all cases of fraud, theft or loss of money or property to the Panchayat.

Any Secretary in the First Grade should draw on probation a pay of Rs. 40/- p. m. and reach a maximum of Rs. 80/- in the scale of Rs. 40-2-80. The scale of the Second Grade Panchayat Secretary

should be Rs. 30-1-50 and 3rd Grade Panchayat Secretary Rs. 20-1-30 and being confirmed a Secretary of such Panchayat shall draw pay in the scale of Rs. 21-1-40 or Rs. 30-1-50 as the case may be.

Every Secretary should reside in a place of his appointment and should execute a security bond of Rs. 300/- in the case of First Grade Panchayat and Rs. 200/- in the 2nd or 3rd Grade Panchayats.

His leave is to be regulated according to Bombay Civil Service Rules, while casual leave is to be recommended by the Sarpanch.

He is to retire on his 55th year or if he is to be removed it should be done by a 2/3rd vote of the Panchayat and with the previous sanction of the District Collector after following the proper formalities of charge sheeting and obtaining his explanation. This however appears to be very risky provision as it is not difficult to get 2/3rd majority in a Panchayat if he is to be removed and the best thing would be to make him a complete Government servant as is the case with the executive officers of the Madras Panchayat. The existing vagueness regarding the duties and powers of the Secretaries has also been reduced by specifying them in detail by a later amendment.

Still, most of the Panchayats are not able to appoint any other establishment nor are they able to provide any amenities like water supply, medical help, sanitation and public health facilities; slaughter houses are conspicuous by their absence. They are able to do precious little even in the matter of plantation of trees, charities or donations though some constant interest is shown only in the matter of public works.

The record of their judicial work again calls attention to caution. Some instances have shown the futility of indiscriminate grant of judicial powers to Panchayats which either do not know how to exercise them or abuse them inspite of knowing full well, their limitations as in Shivgaon. Without a careful, proper and periodical inspection, the working of the Village Benches appeared to be likely to lead to several abuses. As such the amendments introduced in Sec. 36 of the Panchayat Act of 1947 are likely to prove more harmful in the absence of proper training, instruction, supervision and control of the Village Benches.

When the existing functions were not being discharged by the Panchayats with any tolerable efficiency, there appeared to be little that could be done by entrusting them with additional duties.

D. Supervision and control : The existing supervisory staff of the Panchayats was hopelessly inadequate to supervise their work. Unless there should be adequate, well trained, well equipped, well paid supervising agency, under the control of a single authority like the Collector or the State Government, the position of the Panchayat Auditing Staff would not be immediately bettered. Then only the Panchayat Officers can submit their reports without fear or favour.

Table No. 1—Constitutional Aspects of Village Panchayats in Bombay for Select Panchayats.

Name of the Village Panchayat	District	Act under which constituted	Category	Population	Reserve seats				Caste composition		Election		Sarpanch		Deputy Sarpanch		No. of committees	V. B.	Weekly market	Fair	Daily market	Pilgrimage centre	Cattle market	Marriage Tax	Adoption cess	Octroi duties	Ration work	Sanitary Tax	Joint V. P.	Village Panchais	No. of members	
					Harjan	Women	Muslims	Ex-officio	Brahmin	Non-Brahmin	A	B	Old	New	Old	New																
					6	7	8	9	10	11	12	13	14	15	16	17																18
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	
Bhigwan	Poona	1889	A	2500	1	1	1	...	...	11	S	...	O	...	N	4	...	yes	...	yes	...	...	...	...	...	...	...	...	...	...	11	
Wadgaon	do	1899	A	2465	2	1	1	1	...	11	S	...	O	...	O	5	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11	
Nimbalkar	do	1920	A	2600	1	1	1	...	...	11	S	...	O	...	N	5	...	yes	...	yes	...	...	...	...	...	...	...	...	...	...	11	
Belha	do	do	A	3066	1	1	1	...	...	11	S	...	N	...	N	9	...	yes	...	†	...	...	...	...	...	...	...	...	...	...	11	
Talegaon	do	do	A	3800	...	...	...	...	...	11	S	...	N	...	N	4	...	...	...	†	...	...	...	...	...	...	...	...	...	...	11	
Hadapsar	do	do	A	6000	1	1	1	2	9	9	S	...	O	...	N	4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11	
Manohar	do	do	A	5000	1	1	1	1	1	10	S	...	N	...	N	5	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
Chakan	do	do	A	2000	1	1	1	1	3	8	S	...	N	...	N	3	...	yes	...	...	...	...	...	...	...	...	...	...	...	...	...	11
Morgaon	do	do	A	2500	1	1	1	1	...	11	S	...	N	...	N	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
Gommewadi	do	do	A	1000	1	1	1	1	...	7	S	...	N	...	N	4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	7
Rajewadi	do	do	A	2000	1	1	1	...	...	11	S	...	N	...	N	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
Diva	do	do	A	2000	1	1	1	...	...	11	S	...	N	...	N	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
Kopergaon	Ahmednagar	1920	A	13000	1	1	2	1	...	11	S	B	...	N	...	N	2	...	yes	...	yes	...	...	...	...	...	...	...	...	...	...	11
Parner	do	1889	A	6087	1	1	1	1	...	11	S	...	N	...	N	2	...	...	yes	...	†	yes	...	...	...	...	...	...	...	...	...	11
Pathardi	do	1920	A	7344	1	1	1	1	...	11	S	B	O	...	O	6	...	yes	yes	†	yes	...	...	...	...	...	...	...	...	...	...	11
Mirajgaon	do	1920	A	4000	1	1	1	1	...	11	S	...	O	...	O	6	...	yes	yes	yes	yes	...	...	...	...	...	...	...	...	...	...	11
Kanbur	do	1833	A	3264	1	1	1	1	...	11	S	...	O	...	O	4	...	yes	yes	yes	yes	...	...	...	...	...	...	...	...	...	...	11
Puntamba	do	1939	A	4000	1	1	1	1	...	11	S	...	N	...	N	6	...	yes	yes	yes	yes	...	...	...	...	...	...	...	...	...	...	11
Bodhegaon	do	1939	A	2166	1	1	1	1	...	11	S	...	N	...	N	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
Lonand	Satara	1889	A	4800	1	1	1	1	...	11	S	...	N	...	N	4	...	...	yes	yes	...	...	...	...	...	...	...	...	...	...	...	11
Koregaon	do	1920	A	5616	1	1	1	1	1	10	S	...	O	...	O	2	...	...	yes	yes	...	...	...	...	...	...	...	...	...	...	...	11
Umraj	do	1920	A	3755	1	1	1	1	...	11	S	...	O	...	N	2	...	...	yes	yes	...	...	...	...	...	...	...	...	...	...	...	11
Peth	do	1920	A	9013	1	1	1	1	...	11	S	...	O	...	O	3	...	...	yes	†	...	...	...	...	...	...	...	...	...	...	...	11
Dahiwadi	do	1939	A	3684	1	1	1	1	...	11	S	...	N	...	N	4	...	...	yes	†	yes	†	...	...	...	...	...	...	...	...	...	11

Mohol	Sholapur	1920	A	5593	1	1	1	1	...	11	S	B	O	O	O	...	5	...	yes	†	yes	†	yes	†	...	yes	11
Madha	do	1889	A	6000	1	1	1	1	...	11	S	S	O	O	O	...	4	...	yes	†	yes	†	...	...	...	...	yes	...	yes	11
Vairag	do	1933	A	4713	1	1	1	1	...	11	S	S	O	O	O	...	4	...	yes	†	yes	†	yes	...	...	...	yes	...	yes	11
Shelgaon	do	do	A	1475	1	1	1	2	...	9	S	S	O	O	O	...	3	...	yes	†	yes	...	...	...	...	yes	...	...	9	
Deogaon	do	do	A	3285	1	1	1	1	...	11	S	S	O	O	O	...	4	...	yes	†	yes	...	...	...	...	yes	...	...	11	
Kokanathan	Ahmednagar	1939	A	2700	1	1	1	2	...	11	...	B	O	O	O	...	4	...	yes	...	yes	...	...	...	...	yes	...	...	11	
Samvatsar	do	1939	A	3500	1	1	1	2	...	11	...	B	O	O	O	...	4	...	yes	...	...	...	...	...	...	yes	...	...	11	
Khed	Poona	1920	B	5000	1	1	1	1	1	10	S	S	O	O	O	...	5	...	yes	†	...	...	...	...	...	...	...	...	11	
Dehu	do	1920	B	1800	1	1	1	1	1	8	S	S	O	O	O	...	3	...	yes	yes	...	yes	...	...	...	...	...	...	9	
Pargaon	do	1933	B	1688	1	1	1	1	1	8	S	S	O	O	O	...	2	...	...	...	...	yes	...	...	...	...	...	...	9	
Kedgaon-Bori-	do	1933	B	2400	1	2	1	1	...	11	...	B	...	N	N	...	4	...	...	yes	...	...	...	...	...	...	yes	yes	11	
Parthi	do	1933	B	2608	1	1	1	1	...	11	S	S	...	N	N	...	4	yes	†	...	...	...	...	†	...	†	...	...	11	
Kawatha	do	1939	B	1000	1	1	1	1	...	7	S	S	...	N	N	...	3	...	...	...	...	...	...	...	...	...	...	...	7	
Chameli	do	1939	B	7889	1	1	1	1	...	11	S	S	...	N	N	...	4	yes	yes	...	...	...	...	...	...	...	...	...	11	
Bavada	Ahmednagar	1939	B	2400	1	1	1	1	...	11	S	S	...	N	N	...	2	...	...	...	...	...	...	...	...	...	...	...	11	
Newasa Bk.	do	1920	B	6000	1	1	1	1	...	11	...	B	...	N	N	...	4	...	yes	yes	yes	...	...	...	...	...	...	...	11	
Newasa Kd.	do	1920	B	5500	1	1	1	1	...	11	...	B	O	...	N	...	6	yes	yes	yes	yes	yes	†	...	...	...	...	yes	...	11
Shivgaon	do	1920	B	5500	1	1	1	1	...	11	...	B	O	...	N	...	6	yes	yes	yes	yes	yes	†	...	...	...	...	...	...	11
Pravara	do	1939	B	1300	1	1	1	1	...	9	...	B	...	N	N	...	3	...	...	yes	...	yes	...	...	...	...	...	...	...	11
Sangam	do	1939	B	1300	1	1	1	1	...	9	...	B	...	N	N	...	3	...	...	yes	...	yes	...	...	...	...	...	...	...	11
Palus	Satara	1920	B	6154	1	1	1	1	...	11	S	S	...	O	O	...	4	...	yes	yes	yes	†	yes	...	...	...	yes	...	...	11
Shirala	do	1920	B	4914	1	1	1	1	...	11	S	S	...	O	O	...	2	...	yes	yes	yes	†	...	...	...	...	yes	...	...	11
Nagthana	do	1933	B	4467	1	1	1	1	...	11	S	S	...	O	O	...	3	...	yes	yes	yes	†	...	...	...	...	...	...	...	11
Borgaon	do	1933	B	6000	1	1	1	1	...	11	S	S	...	O	O	...	4	...	yes	yes	yes	†	...	...	...	...	yes	...	...	11
Bopodi	Poona	1920	C	8000	1	1	1	1	...	11	...	B	...	N	N	...	5	...	...	yes	...	...	yes	...	...	...	...	...	...	11
Parinch	do	1933	C	2800	1	1	1	1	...	11	S	S	...	O	O	...	4	yes	yes	...	...	...	...	...	...	...	...	...	...	11
Belsar	do	1933	C	1925	1	1	1	1	2	9	S	S	...	O	O	...	3	...	...	...	...	...	...	...	...	...	...	...	...	11
Hol	do	1939	C	3000	1	1	1	1	...	11	S	S	...	O	O	...	2	...	...	yes	...	...	...	...	...	...	...	...	...	11
Kumthe	Satara	1920	C	2500	1	1	1	1	...	11	S	S	...	O	O	...	3	...	yes	...	...	...	yes	...	...	...	yes	...	...	11
Arvi	do	1920	C	2375	1	1	1	1	...	11	S	S	...	O	O	...	3	...	...	yes	...	...	yes	yes	yes	yes	...	...	yes	11
Nerla	do	1920	C	3300	1	1	1	1	...	11	S	S	...	O	O	...	3	...	...	yes	...	...	...	...	...	...	...	...	yes	11
Targaon	do	1939	C	2600	1	1	1	1	...	11	S	S	...	O	O	...	2	...	...	...	...	...	...	...	...	...	...	...	yes	11
Padali	do	1939	C	3477	1	4	1	2	...	11	S	S	...	O	O	...	2	...	...	...	...	...	†	...	...	...	...	...	...	11
Walki	Ahmednagar	1920	C	3000	1	1	1	1	1	10	S	S	...	O	O	...	5	...	...	...	...	†	...	...	...	...	...	...	...	11
Shirdi	do	1933	C	2493	1	1	1	1	...	11	S	S	...	O	O	...	5	...	...	...	...	...	...	...	...	...	...	...	...	11
Kedgaon	do	1939	C	2000	1	1	1	1	...	11	S	S	...	N	N	...	...	...	...	...	...	...	...	...	...	†	yes	...	...	11

(Table No. 1 Contd.,)

Name of the Village Panchayat	District	Act under which constituted	Category*	Population	Reserve seats				Caste composition		Election		Sarpanch		Deputy sarpanch		No. of committeees	V. B.	Weekly market	Fair	Daily market	Pilgrimage centre	Cattle market	Marriage Tax	Adoption cess	Octroi duties	Bation work	Sanitary Tax	Joint V. P.	Village Politics	No. of members			
					Harijan	Women	Muslims	Ex-officio	Brahmin	Non-Brahmin	By	By	Old	New	Old	New																		
					5	6	7	8	9	10	11	12	13	14	15	16																17	18	
Jeur	Sholapur	1933	C	1766	1	1	1	1	S	S								yes	yes	yes	†	†			yes			yes		yes	11			
Zare	do	1933	C	1700	1	1	1	1	S	S								yes			†				yes					yes	11			
Pangri	do	1933	C	3000	1	1	1	1		11	S							yes							yes						yes	11		
Yedsi	do	1920	C	2904	1	1	1	1		11	S							yes		yes					yes							yes	11	
Kurduwadi	do	1920	D	12000														yes	yes	yes			yes									yes		
Vangi	do	1933	D	2009																													yes	
Sawade	do	1939	D	2400																													yes	
Wambori	do	1923	D																														yes	
Kupwad	Satara	1933	D	2300		1	1	1		11	S		O		O																		yes	11
Sadashivgad	do	1939	D																															
Chinhole	do	1939	D																															
Malad																																		
Baramati	Poona	1939	D	2500	1	1	1	1		11	S		O		O																			11
Arvi	do	1939	D																															
Manane	do	1939	D																															

S—Show of hands.
 B—Ballot Method.
 O—Old
 N—New
 V. B.—Village Bench

* See p. 6

†—Where there is that particular source of income not tapped or demand not recognised.

Table No. 2—Salaries of Village Servants in Select Bombay Village Panchayats

Sr. No.	Name of Village	District	Police & Revenue (Mulki) Patil †		Talati or Kulkarni (k) †		Village Servants † (No)				Jaglia †
			No.	Annual Pay Rs.	No.	Pay Rs.	Mahar	Bakwadar	Sekandi	Ramoshi	No.
1	2	3	4	5	6	7	8	9	10	11	12
1	Bhigwan	Poona	1	100	2	85	8	...	...	3	...
2	Wadgaon Nimbalkar	"	1	70 b	2	75	10	4	...	4	4
3	Belha	"	1	75	1	45	16*	...	...	...	8*
4	Talegaon	"	3	96 a; each	3	120	16*	...	2*	...	3*
5	Hadapsar	"	2	82; 72 b	2	115	24*	...	...	...	...
6	Manchar	"	2	80 a; each	1	55	(100) 16*	3*	...	3*	...
7	Chakan	"	2	78 a; each	2	75	16*	...	...	2	...
8	Morgaon	"	2	60 a; each	2	100	16*	...	...	2	6
9	Gommewadi	"	2	70 a; each	2	80	4	...	...	1	...
10	Rajewadi	"	2	" "	2	"	6	...	...	...	...
11	Diva	"	1	" a	1	40	16*	1*	...	...	1*
12	Kopargaon	Ahmednagar	2	150 a b, each	3	195	16	...	...	...	4 (2)
13	Parner	"	2	120	2	127	4	...	...	...	5 (2)
14	Pathardi	"	2	90 a, each	2	85	16*	...	...	...	...
15	Mirajgaon	"	1	200 a	2	"	16*	...	...	...	4*
16	Kanbur	"	2	105 a, each	2	80	16*	...	...	...	3*
17	Puntamba	"	N	O T	A	V A	I L	A	B	L	E
18	Bodhegaon	"	2	250 a, each	2	85	12*	...	...	...	6 (3)
19	Lonand	Satara	2	82 a, each	2	70	8*	...	...	4*	...

(Table No. 2 Contd.)

Sr. No.	Name of Village	District	Police & Revenue (Mulki) Patil †		Talati or Kulkarni (k) †		Village Servants † (No)				Jaglia
			No.	Annual Pay Rs.	No.	Pay Rs.	Mahar	Rakwadar	Eksandi	Ramoshi	No
1	2	3	4	5	6	7	8	9	10	11	12
20	Koregaon	Satara	2	80 a, "	2	80	16	4	...	4	2
21	Umraj	"	1	193 a "	1	55	8 (6)	...	1 (8)	4	3
22	Peth	"	2	120	2	95	8 (2)	4 (1)	3*	...	...
23	Dabiwadi	"	2	83 a, each	2	94	10 (1)	...	...	6 (11)	...
24	Mohol	Sholapur	2	70 a, each	1k	144 a,	8 (15)	6 (50)	...	...	...
25	Madha	"	3	48 a, each	1k	175 a	16*	8*	...	9*	...
26	Vairag	"	2	163 each	1k	113	16*	...	...	6*	...
27	Bhalgaon	"	2	36 "	1k	110	8*	...	8*	...	...
28	Deogaon	"	2	90 a, "	1k	300	4*	1*	2*	1*	...
29	Kokanathan	Ahmednagar	2	75; 75 c;	2	95	16*	2*	...	...	2 (5)
30	Samvatsar	"	2	75 a; 75 a b	2k	250 b	3*	...	...	...	3 (10)
31	Khed	Poona	2	80 a; each	...	...	10	...	...	...	...
32	Dahu	"	1	90	1	45	...	...	...	...	...
33	Pargaon	"	2	36 a, each	2	84	9*	4*	...	...	4*
34	Kedgaon Bori Parthi	"	2	100 each	4	205	17*	3*	...	6*	...
35	Kavatha	"	2	52 a "	2	82	15*	3*	...	...	...
36	Chameli	"	2	33 a "	1	41	6*	...	...	2*	2*
37	Bavada	"	1	150 b	3	120	6*	...	...	8*	...

38	Nevasa Kd.	Ahmednagar	2	74 a each	2	110	16*	...	...	...	4*
39	Nevasa Bk.	"	"	"	"	...	...	...	...	...	...
40	Shevgaon	"	2	90 each	2	115	16*	...	...	...	4 (2)
41	Pravara Sangam	"	1	a	1	40	2*	...	...	...	2*
42	Palus	Satara	2	200 a each	2	120	8 (2)	2*	1	...	...
43	Shirala	"	1	180 a	2	93	9 (6)	4 (5)	...	...	...
44	Nagthana	"	2	90 a, each	2	100	16 (1)	4	...	4 (3)	...
45	Borgaon	"	2	300 a, each	2	86	10 (5)	5*	...	5*	...
46	Bopodi	Poona	1	89 a	1	50	4*	...	...	...	...
47	Parinoh	"	1	200 a	2	80	16*	...	...	...	...
48	Belsar	"	2	42 a, each	2	87	16*	2*	...	2*	2*
49	Hol	"	1	350 a b;	2	90	8*	...	...	4*	...
50	Kumthe	Satara	2	78 a; each	2	80	16*	1*	...	...	...
51	Arvi	"	2	102 a; each	2	90	16 (1)	4	...	4	...
52	Nerla	"	2	120 a, each	2	90	4 (24)	3*	...	...	...
53	Targaon	"	2	a, each	2	100	16 (1)	6 (3)	...	...	...
54	Padali	"	2	75 each	2	75	12 (4)	2*	...	...	...
55	Walki	Ahmednagar	2	100 each	2	80	16*	...	...	...	4 (2)
56	Shirdi	"	2	50 a; 50 a b	2	190	8*	...	...	...	1*
57	Kedgaon	"	2	48 a, each	"	"	2*	...	...	...	2*
58	Jeur	Sholapur	1	89 a	1k	90	4*	4*	1*	...	...
59	Zare	"	1	a	1k	120	4*	1*	...	...	...
60	Pangri	"	2	63 each	1	45	12*	3 (10)	...	3 (10)	...
61	Yedsi	"	1	90 a	1k	120 a	8*	4*	...	4 (1)	...
62	Kurduwadi	"	2	46; 110	1k	190	6*	6*	1*	...	...
63	Vangi	"	2	90 a each	1k	120 a	8*	4	...	4	...
64	Sawade	"	...	...	...	...	...	...	...	...	...
65	Wambori	Ahmednagar	N	O T	A	V A	I L	A	B	L	E

(Table No. 2 Contd.)

Sr. No.	Name of Village	District	Police & Revenue (Mulki) Patil †		Talati or Kulkarni (k) †		Village Servants † (No)				Jaglia
			No.	Annual Pay Rs.	No.	Pay Rs.	Mahar	Rakwadar	Sekandi	Rameshi	No
1	2	3	4	5	6	7	8	9	10	11	12
66	Kupwadi	Satara	N	O T	A	V A	I L	A	B	L	E
67	Sadashivagad	"	4	25 a, each	2	125	8 (2)	1	...	...	...
68	Chinchole	"	2	93 a, "	2	75	8*	...	2*	...	...
69	Malad Baramati	Poona	2	25; 300 b	2	95	8*	2*	...	2*	2*

† Notes.—

Columns 4 & 5.

- (1) The work of Police and Revenue (Mulki) Patils was done by one person wherever 1 is noted, and by two persons separately wherever 2 is noted. In the latter case annual emoluments are noted for Police and Revenue Patils respectively. Apart from the annual cash remunerations to Police and Mulki Patils, they had Inams, and/or get certain proportion of the Irrigation Cess and/or land revenue collected. This is indicated by suffixing a, b and c to the cash remuneration respectively. The proportion of Irrigation Cess was usually at the rate of Rs. 10 per Rs. 1,000 collected but in some cases it was in the form of a lump sum.

Columns 6 & 7.

- (1) Almost everywhere the Kulkarni System had been abolished for a long time. However suffixing K to the number in Column 7 indicated its prevalence. The method of presenting emolument is the same as that of Patils except that the

proportions of the irrigation cess was at the rate of Rs. 50, Rs. 40, Rs. 30, Rs. 20, and Rs. 10 for the 1st, 2nd, 3rd, 4th and 5th or more thousand rupees collected respectively as in Mohol in District Sholapur.

- (ii) The scale of Talati was the same throughout Bombay. The differences in pay were due to the grade reached. Total salaries including dearness and other allowances per month for all is shown.

Columns 8-11

All the village servants including Mahars have Inams in addition to small cash emoluments per annum the absence of the latter is indicated by suffixing*. All the village servants did not work simultaneously but worked turn by turn. The cash received by each generally was the same as noted. Wherever there occurred significant difference, the average of each in rupees is enclosed in bracket.

Column 12.

The duty of Jaglia as the name indicates in vernacular, is to keep night attendance at the Chawdi. Representation of number and remuneration is as above. In many cases Jaglia did not get even meagre cash, but they were Balutedars.

(Table No.)

Sr. No.	Name of Village	District	Act under which constituted	Category	Local Fund Cess	House Tax	Bazar Tax and Rent	Octroi	Tax on Marriage	Tax on Feasts	Tax on Festivals	Pilgrim Tax	Bus Stand
1	2	3	4	5	6	7	8	9	10	11	12	13	14
42	Palus	Satara	1920	B	391	700	...	...	...	...	...	...	..
43	Shirala	"	1920	B	145	1039	...	...	...	...	...	...	..
44	Nagthana	"	1933	B	245	367	800	...	...	...	...	...	..
45	Borgson	"	1933	B	2186	588	...	...	...	...	...	...	..
46	Bopodi	Poona	1920	C	...	...	...	...	...	...	...	...	..
47	Parinch	"	1933	C	100	450	...	...	...	...	...	...	..
48	Belsar	"	1933	C	...	...	...	...	...	...	...	...	..
49	Hol	"	1939	C	120	125	...	...	...	...	...	...	..
50	Kumthe	Satara	1920	C	401	262	...	...	...	...	...	50	..
51	Arvi	"	1920	C	257	350	...	...	125	...	...	...	..
52	Nerla	"	1920	C	846	440	...	...	...	...	...	...	..
53	Targaon	"	1939	C	405	369	...	...	...	...	...	...	..
54	Padali	"	1939	C	365	...	...	...	...	...	...	...	..
55	Walki	Ahmednagar	1920	C	185	170	...	...	...	...	...	...	..
56	Shirdi	"	1933	C	377	200	...	...	25	...	...	25	..
57	Kedgaon	"	1939	C	97	271	...	...	...	...	...	...	..
58	Jeur	Sholapur	1933	C	70	175	1500	...	...	...	...	...	..
59	Zare	"	1933	C	89	...	...	...	...	...	...	...	..
60	Pangri	"	1933	C	115	400	125	...	...	...	...	...	..
61	Yedsi	"	1933	C	130	300	300	...	...	...	...	...	..
62	Kurduwadi	"	1920	C	260	4270	800	...	...	...	...	...	..

3 Contd.)

15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32
Bhangi Patti	Special Sanitary Cess	Cattle Pound Fees and Auction	Tax on Sale of Goods	Tax on Animals	Tax on menial or domestic servant	Terminal Tax	Tolls	Tax on Trade or Profession	Grain Shop	Tax on Private Markets	Water Rate	Light Rate	Drainage Tax	Miscellaneous	Process or Magistral Fines	Sale of Manure	Sanctioned amount for the Secretary's Pay by Govt.
...	...	12	...	...	...	...	...	...	...	...	...	...	...	10	...	...	372
...	...	30	...	...	...	...	...	...	...	...	...	...	...	25	...	...	120
...	...	24	...	...	...	...	...	...	...	...	...	...	...	...	...	...	60
...	...	24	...	...	...	...	...	...	274	...	...	...	...	600	...	...	180
...	25	...	60
...	...	25	...	...	...	...	...	...	...	...	...	...	...	...	...	...	60
...	...	30	...	...	...	...	...	...	200	...	...	...	...	...	25	...	60
...	...	2	...	...	...	...	...	...	...	...	...	...	...	...	6	...	378
...	...	25	...	...	...	...	...	...	...	...	...	...	...	...	...	...	60
...	...	60	...	...	...	...	...	200	...	...	...	...	...	...	54	...	60
...	525
...	15	...	...	...	480
...	480
...	...	250	...	...	...	...	...	...	...	...	...	...	...	...	...	...	525
...	525
...	...	200	...	...	...	...	...	...	...	...	...	...	...	...	...	...	480
...	...	200	...	...	...	...	...	...	...	...	...	...	...	...	...	50	480
...	...	100	...	...	...	...	...	...	...	...	...	...	...	100	...	...	...

... Includes Government Grants for Rural Uplifts.

Table No. 4—Expenditure of the Village Panchayats in Bombay 1945-46. (Rs.)

Name of Village	Opening Balance		B						C				D			E	F			G					
	Opening Balance	Closing Balance	Water Supply	Cleaning Roads	Drains	Bunds	Tanks Wells	Repairs of Public Roads	Bridges	Drains	Bunds	Sanitation	Conservancy	Prevention of Nuisance	Public Health	Maintenance of Pub. Bldgs.	Repairs to Pub. Bldgs.	Contingencies	Grazing	Cattle Pound	Repairs	Lighting Man's Pay	Light Contingencies	Kerosene Oil	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
1 Bhigwan. 1889 A			260	152	...	...	...	...	360	...	...	...	72	150	...	...	...	...	...	...	...	250	...	...	...
2 Wadgaon			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
3 Nimbalkar do A			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
4 Belba 1889 A			1500	...	...	...	...	...	1500	...	...	...	312	...	...	...	...	6500	...	...	...	...	...	...	...
5 Talegaon " A			600	...	...	...	...	...	800	...	...	...	600	...	...	...	...	...	...	...	...	...	...	...	...
6 Hadapsar " A			35	...	733	...	...	...	238	...	42	...	510	...	...	...	...	...	...	...	...	...	...	...	...
7 Manchar " A			1000	...	1000	...	...	...	500	...	50	...	800	...	...	...	...	20	...	...	...	520	...	...	...
8 Chakan 1933 A			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
9 Morgaon " A			35	...	...	...	...	...	40	...	...	...	50	...	...	...	...	...	...	...	...	...	...	...	...
10 Gommewadi 1939 A			...	...	...	...	...	...	45	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
11 Rajewadi " A			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
12 Diva " A			...	...	...	...	...	...	125	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
13 Kopargaon 1889 A	2000	2400	100	7100	1650	...	...	...	2000	...	1650	...	...	...	...	...	...	200	1300	...	...	400	500	1000	...
14 Parner 1899 A		2750	2223	250	1032	...	...	...	...	750	...	...	...	...	...	...	...	...	4	...	...	200	50	...	...
15 Pathardi 1920 A		1000	1268	400	3168	...	...	...	600	500	785	...	...	...	...	...	100	200	176	...	...	...	...	...	...
16 Mirajgaon 1889 A		400	400	800	1320	...	...	...	...	100	500	...	...	...	...	...	...	...	...	...	15	...	...	...	...
17 Kanbur 190 A		78	100	25	456	...	...	...	...	75	...	30	...	...	...	...	78	...	10	...	...	...	...	...	...
18 Puntamba 1939 A		207	200	25	270	...	...	...	...	748	...	...	...	...	...	...	...	50	15	...	...	...	150	40	...
19 Bodhegaon 1939 A		6	50	23	180	...	...	...	...	65	...	...	...	...	...	...	...	...	15	...	...	...	...	...	...
20 Lonand " A	...	...	600	600	...	450	...	...	...	...	...	...	2500	1050	...	...	...	...	...	...	...	400	...	...	...
19A Koregaon " A	...	...	...	275	...	...	...	...	375	...	285	...	...	...	...	...	...	...	...	...	...	250	...	...	...
20 Umra] " A	...	...	10	240	...	...	...	...	636	...	...	...	...	...	...	...	...	...	...	...	...	185	...	...	...

(Table No. 4—Contd.)

Name of Village	Opening Balance	Closing Balance	B					C			D			E	F			G								
			Water Supply	Cleaning Roads	Drains	Bunds	Tanks	Wells	Repairs of Public Roads	Bridges	Drains	Bunds	Sanitation	Conservancy	Prevention of Nuisance	Public Health	Maintenance of Pub. Bldgs.	Repairs to Pub. Bldgs.	Contingencies	Grazing	Cattle Pound	Repairs	Lighting Man's Pay	Light Contingencies	Kerosene Oil	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	
53 Padali 1939 C	...	...	...	120	...	...	...	...	200	...	...	...	...	...	...	...	...	...	5	...	...	...	13	...	...
54 Walki 1933 C	50	50	20	132	...	...	...	...	70	...	...	...	...	...	...	...	...	...	70	...	...	...	...	...	...
55 Shirdi 1933 C	129	65	...	192	...	...	...	...	100	25	...	...	...	...	...	...	...	...	...	...	...	...	48	101	42
56 Kedgaon 1939 C	77	50	50	90	...	...	...	...	150	...	19	...	...	...	...	...	...	...	20	7	...	...	...	...	...
57 Jour 1933 C	...	...	95	610	...	...	...	...	500	...	...	...	...	...	...	...	...	...	80	...	...	...	...	...	300
58 Zare 1933 C	...	...	30	30	...	...	...	...	50	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
59 Pangri 1933 C	...	...	...	336	...	...	...	...	200	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
60 Yedai 1933 C	...	...	...	70	50	...	...	...	250	...	50	...	...	...	...	...	...	25	50	...	...	...	75	...	...
61 Kurduwadi 1920 C	1087	600	300	3000	450	50	...	500	...	...	...	...	...	...	...	1500	150	50	50	...	...	240	800	250	...
62 Vangi 1933 D
63 Sawade " D
64 Wambori " D
65 Kupwad " D
66 Sadashivgad " D

(Table No. 4—Contd.)

Name of Village	H				I	(2)				28 Sec.		(2), 28 Sec.				
	Control of Fairs	Bazars	Slaughter House	Cart & Bus Stand	Burning Grounds	Donations	Repairs to Schools	Latrines	Repairs to Dharmshala	DLB Supervision of Works	Dharmshala	Library	Radio	Plantation of Trees	Tools and Plants	Help to Schools
1	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
1 Bhigwan 1859 A	1162	...	...	...	...	51	...	...	51
2 Wadgaon-Nimbalkar
3 Belha 1889 A	...	500	500	...	...	100	...	...	...	...	...	200	...	...	200	100
4 Talegaon " A
5 Hadapsar " A	...	773	...	...	...	...	...	...	...	...	320	...	...	...	109	...
6 Manchar " A	1000	20	...	...	...	...	...	...	40	...	...	15	...
7 Chakan 1933 A	50	...	...	...	...	...	...	...	...	...	...	...	...
8 Moragon " A
9 Gommewadi 1939 A
10 Rajewadi " A
11 Diva " A	45	...	...	...	...
12 Kopargaon 1889 A	100	400
13 Patner 1899 A	25	25	...	...	...	...	...	...	...	...	...	...	...	...	45	45
14 Pathardi 1920 A	500	...	...	...	...	...	...	...	...	...	...	250	...	240	100	...
15 Mirajgaon 1929 A	25	...
16 Kanbur 190 A
17 Puntamba 1939 A	50	...	...	25	...	...	...	...	...	...	...	...	...	...	10	2
18 Bodhegoan 1939 A
19 Lonand 1889 A	350	...	...	...	...	...	...	...	...	...	...	...	...	700	...	...
19A Koregon " A
20 Umraj " A	12	24	281	...	...	200	50	...

(Table No. 4—Contd.)

Name of Village	H				I	(2)				28 Sec.		(2) 28 Sec.				
	Control of Fairs	Bazars	Slaughter House	Cart & Bus Stand	Burning Grounds	Donations	Repairs to Schools	Latrines	Repairs to Dharmshala	DLB Supervision of Works	Dharmshala	Library	Radio	Plantation of Trees	Tools and Plats	Help to Schools
1	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
21 Peth 1889 A
22 Dahlwadi 1939 A
23 Mohol 1920 A	...	125	...	...	...	...	...	...	200	...	...	40	...	40	...	...
24 Madha 1899 A	50	...	...	...	...	...	...	...	...	100	...	...	100	...
25 Vairag 1933 A	...	104	...	...	...	...	...	...	...	...	...	...	...	...	...	...
26 Shelgaon 1933 A
27 Deogan 1933 A	30
28 Kokanthur 1939 A	20	...
29 Samvatsar 1939 A	5	...
30 Khed 1920 B
31 Dehu " B
32 Pargaon 1933 B
33 Kedgaon
Bori Parthi 1933 B
34 Kavatha " B
35 Chameli 1939 B	10	...	...
36 Bavada " B
37 Nevasa
Khurd 1920 B	30	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
38 Nevasa Bd. 1939 B	10	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
39 Shevgaon 1920 B
40 Pravara
Sangam 1939 B

41	Palus	1920 B	...	...	...	...	...	...	...	...	...	37	31	...	...	...	...
42	Satela	1920 B	80	...	...	...	...	...	...	...	...	...	...	...	...	...	...
43	Borgaon	1938 B	...	...	...	...	...	...	...	...	...	...	47	...	173	50	...
44	Naghona	1933 B	...	...	...	...	...	...	...	...	40	...	185	...	...	...	...
45	Bopob	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
46	Parinch	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
47	Belsar	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
48	Hol	1939 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
49	Kumths	1933 C	100	...	...	...	...	...	...	...	...	...	25	...	...	...	...
50	Arvi	1920 C	...	...	...	...	...	...	...	...	...	...	20	...	...	...	...
51	Neria	1920 C	...	...	...	...	...	...	...	...	...	...	40	...	...	...	...
52	Targaon	1939 C	...	...	...	...	...	...	...	...	...	145	25	...	...	...	...
53	Padali	1939 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
54	Walki	1933 C	...	...	...	...	...	...	...	...	...	200	...	...	...	...	...
55	Shirdi	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
56	Kedgaon	1939 C	...	...	...	...	...	...	...	...	...	...	...	...	...	30	...
57	Jeur	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
58	Zare	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
59	Pangri	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
60	Yedai	1933 C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
61	Kurdwadi	1920 C	...	150	...	...	...	50	...	...	...	...	...	...	...	...	...
62	Vangi	1933 D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
63	Sawade	1933 D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
64	Wambori	1933 D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
65	Kupwad	1933 D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
66	Sadashtyad	1933 D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

(Table No. 4 - Contd.)

Name of Village			(2), 28 Sec. Contd.)												Temporary Servants	Unforeseen	Establishment Charges
			Help to Hospital	Veterinary Dispensary	Health Week	Ration Work	Rat Catching	Monkey Catching	Medicines	Office Contingencies	Clerks' Pay	Peons' Pay	Secretary's Pay	Travelling Allowance			
1			43	44	45	46	47	48	49	50	51	52	53	54	55	56	57
1	Bhigwan	1859 A	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2	Wadgaon	do-4	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3	Nimbalkar	do-4	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
4	Belha	1889 A	..	..	..	..	..	..	..	300	..	..	180	100	..	..	700
5	Talegaon	" A	..	..	..	..	..	..	..	200	..	..	..	..	..	..	..
6	Hadapsar	" A	..	..	..	..	..	..	..	100	847	..	330	..	..	..	1014
7	Manchar	" A	..	..	..	..	..	..	..	200	..	..	700	..	..	20	..
8	Chakan	1939 A	..	..	..	..	..	..	..	..	..	..	160	..	..	..	..
9	Morgaon	" A	..	..	..	..	..	..	..	20	60	..	120	..	..	200	..
10	Gommewadi	" A	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
11	Rajewadi	" A	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
12	Diva	" A	..	..	..	..	..	..	..	..	..	..	60	..	..	..	..
13	Kopargaon	1889 A	..	..	..	..	..	..	..	700	..	..	..	..	..	100	950
14	Parnar	1899 A	..	..	..	..	..	..	..	150	..	..	..	..	..	25	280
15	Pathardi	1920 A	..	..	..	..	..	..	..	300	200	..	..	60	..	2.5	528
16	Mirajgaon	1929 A	..	..	..	..	..	..	..	..	..	..	..	..	..	50	..
17	Kanbur	190 A	..	..	..	..	..	..	..	55	..	36	..	..	..	15	..
18	Puntamba	1939 A	..	..	..	..	..	..	..	100	..	135	..	10	..	10	..
19	Bodhgou	1939 A	..	..	..	..	..	..	..	15	..	..	..	10	..	5	..
20	Louand	1889 A	..	..	..	..	..	..	250	..	..	748	192	..	..	..	..
19A	Koregon	" A	..	..	..	..	..	..	..	50	..	144	14	..	..	..	..
20.	Umraj	" A	..	..	..	..	..	..	..	..	..	132	240	25	108	10	..

21	Peth	1889	A	...	...	...	...	...	...	...	...	120	120	...	...	...	...
22	Dahiwadi	1939	A	...	...	...	...	...	...	40	...	72	312	...	30	60	...
23	Mobol	1920	A	...	...	100	...	...	...	175	...	180	...	50	...	200	100
24	Madha	1899	A	...	...	...	...	...	...	150	54	180	...	...	20	...	...
25	Vairag	1933	A	...	...	...	...	...	...	...	...	240	...	16	...	40	...
26	Shalgaon	1933	A	...	...	...	...	...	...	150	...	48	...	25	...	15	...
27	Deogaon	1939	A	...	...	...	800	...	...	60	35	...	...	...	100	...	...
28	Kokanathan	1939	A	...	...	...	...	...	...	60	...	120	...	...	...	15	...
29	Samvatssr	1939	A	...	...	...	...	...	...	125	...	144	480	...	...	5	...
30	Khed	1920	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...
31	Dehu	1920	B	...	...	...	...	...	...	600	...	...	...	...	100	50	...
32	Pargaon	1933	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...
33	Kedgaon	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Bori Parthi	1933	B	...	...	...	...	...	...	...	...	...	...	...	...	120	40
34	Kavatha	1933	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...
35	Chameli	1839	B	...	...	...	...	...	...	...	...	...	...	...	...	60	...
36	Bavada	1939	B	...	1000	...	...	...	...	159	...	92	50	...	...	...	...
37	Nevasa	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Khurd	1920	B	...	...	...	...	...	...	60	...	...	560	...	...	...	120
38	Nevasa Bd.	1939	B	...	...	...	...	...	...	101	...	...	564	12	...	24	180
39	Shevgaon	1920	B	...	...	...	...	...	...	50	...	250	...	...	...	5	...
40	Pravara	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Sangam	1939	B	...	...	...	...	...	...	50	...	120	...	...	...	5	...
41	Palus	1220	B	...	...	...	...	...	11	632	...	72	370	31	...	...	...
42	Nagthana	1933	B	...	...	...	...	...	...	96	...	114	120	48	...	30	...
43	Shirala	1920	B	...	...	40	...	...	100	100	...	60	...	20	120	...	...
44	Borgaon	1939	B	...	...	...	...	...	150	150	...	66	60	66	60	2	...
45	Bopodi	1920	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...
46	Parinoh	1933	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...
47	Belsar	1933	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...
48	Hol	1939	C	...	...	...	...	7	...	...	...	...	...	...	60	...	...
49	Kumthe	1933	C	...	...	20	...	...	...	50	...	60	60	...	80	25	...
50	Arvi	1920	C	...	...	...	...	20	...	55	...	72	60	12	...	...	...
51	Nerla	1920	C	...	...	...	...	...	...	4470	20	119	338	128	...	...	8
52	Targaon	1939	C	...	...	...	...	40	...	30	15	41	80	...	...	...	...
53	Padali	1939	C	...	...	...	...	...	...	...	...	...	60	...	124	...	...

(Table No. 4—Contd)

Name of Village			(2), 28 Sec. Contd.)												Unforeseen	Establishment Charges	
			Help to Hospital	Veterinary Dispensary	Health Week	Ration Work	Rat Catching	Monkey Catching	Medicines	Office Contingencies	Clerks' Pay	Peons' Pay	Secretary's Pay	Travelling Allowance			Temporary Servants
1			43	44	45	46	47	48	49	50	51	52	53	54	55	56	57
54	Walki	1933 C	..	..	..	..	..	..	..	20	..	..	..	..	..	5	..
55	Shirdi	1933 C	..	..	..	..	..	..	..	35	..	..	..	..	..	9	120
56	Kedgaon	1939 C	..	..	..	..	..	..	..	20	..	..	..	..	..	20	..
57	Jeur	1933 C	..	..	..	..	..	..	..	580	..	..	..	..	..	15	..
58	Zare	1933 C	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
59	Fangri	1933 C	..	..	..	..	..	..	..	50	..	..	..	..	..	..	..
60	Yedsi	1933 C	150	..	..	..	..	..	..	150	50	..	..	15	..	..	80
61	Kurdwadi	1920 C	..	..	..	..	..	..	..	300	1200	200	..	..	..	..	..
62	Vangi	1933 D	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
63	Sawade	1933 D	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
64	Wambori	1933 D	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
65	Kupwad	1933 D	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
66	Sadashivgad	1933 D	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

CHAPTER II

Structure and Working of Village Panchayats in Kolhapur

PART I

Legislative and Administrative Position on the Eve of the Enquiry

The first Panchayat Act in Kolhapur State, now integrated in Bombay State, was passed in 1927. According to this "Gram Panchayat Niyam", any village desiring to be a Panchayat, or selected for the formation of a Panchayat by the Mamlatdar, should constitute a Panchayat with Membership varying from 5 to 11. The Village Patil was to become the President by virtue of his office and not by election.

A. Structure : A member of the Panchayat was to be (a) a man or woman paying Local Fund Cess of 3 annas or more, (b) or a person who had passed Vernacular Final or Matriculation Examination, (c) or a resident of the Village for 3 months staying for 20 nights in every month in the Village. A list of such persons was to be sent by the Patil to the Mamlatdar and after his approval the powers of election and voting were given to the Village Panchayat. The election should take place under the direct and personal supervision of the Mamlatdar on a date fixed by him.

A slight change, however, was made in the structure of the Panchayat, (by a Legislative Department Jahirnama No. 14, dated 23rd July,) in 1941 by which one of the 11 members of the Panchayat was to be elected as a Sarpanch, discontinuing the previous practice of making the Village Patil, the President of the Panchayat. But, he could remain as an ex-officio member of the Panchayat. The election of the Sarpanch was to be held under the auspices of the President of the Ilakha Panchayat or in his absence, his Deputy who had to summon the first meeting of the Panchayat for this purpose. The President of the Ilakha Panchayat or his Deputy was only to preside and not to vote in this election which was to be by-ballot.

Whenever a fresh election for the village Panchayat was to be held, the election of the new Sarpanch was to be conducted by the outgoing one. He was to preside and if he was not a member of the new Panchayat, he was not to vote. If election was postponed for a period of six months after the expiry of the 5 year period, there was no need to elect another Sarpanch. The same Sarpanch was to continue. But, when the Sarpanch was disabled or resigned the President of the Ilakha Panchayat, could convene another meeting of the Village Panchayat, to elect another Sarpanch. If the Sarpanch died, the Village Patil had to report the matter to the Ilakha Panchayat in 7 days. The Mamlatdar was to immediately conduct fresh election and report the result to the Ilakha Panchayat. The Ilakha Panchayat, after the receipt of this information from the Mamlatdar had to inform the Sarpanch or the fresh Panchayat, if the Panchayat as a whole had been re-elected, its functions and business through the members of its Standing Committee; as the Village Panchayat Committee of the Ilakha Panchayat used to recommend the special affairs to the Standing Committee of the Ilakha Panchayat. The Village Panchayat could appoint a Secretary by election either from among the members of the Panchayat or from outside. His tenure was only for one year and another was to be elected next year. He was to supervise work and keep records, as per orders of the Panchayat, etc., and nobody else could dabble with the Village Records.

B. Finance : The Village Panchayats were authorised to collect several taxes, viz., 1. house tax, 2. local fund cess, 3. octroi, 4. pilgrim tax, 5. assessment on gauthan land, 6. sales tax on animals, etc. While the rates and rules were to be framed by the Standing Committee of the Ilakha Panchayat, the sanction for the imposition of these taxes was to be obtained from the Commissioner. The rate of house tax was not to exceed 1 anna per rupee of rental value; local fund cess not more than 6 pies per rupee of land revenue collected in the Panchayat area, and pilgrim tax not more than 2 annas per person. All these collections were to be examined by the Revenue Officials. If any defect was found on the expenditure side of the Panchayat budgets, the Revenue Officials sent the mistake to be rectified under the supervision of the Ilakha Panchayat. Village Panchayat auditor was to audit the account of every Village Panchayat, at least once, in a year. If, in the collection, there was any mistake, he had to inform the Mamlatdar and if there were mistakes in the expenditure he had to inform the Ilakha Panchayat. Sarpanchas wer e

allowed to keep cash upto Rs. 50/- only with them and if the balance with them was more, the excess could be either remitted to the Treasury, or the special permission of the Prant Officer could be obtained to retain it, if the Sarpanch wanted to keep the same with him for any particular purpose. Ilakha Panchayat had powers to provide for the sanction of small money alone. Every Panchayat had to frame a budget and send it to Ilakha Panchayat. No expenditure was to be incurred by the Village Panchayat, unless, that was sanctioned by the Ilakha Panchayat. Every Village Panchayat was to send its annual administration report to the Ilakha Panchayat at the end of each year.

C. Functions : The functions of the Panchayat included : 1. water supply, 2. sanitation of the village, 3. repairs to roads exclusively under the authority of the village, 4. repairs to schools, chavadis, temples and dharmasalas, under the instructions of the Ilakha Panchayat, 5. supervision of the work of the schools and dharmasalas, 6. management of fairs and festivals together with collection of taxes and spending the same on these occasions, 7. other things resolved upon by the Village Panchayat, 8. exercise of civil and criminal jurisdiction wherever they were given, and 9. collection of other taxes, the Panchayats were authorised to collect.

D. Supervision and Control : The Village Panchayat auditors were appointed from 1946 from among the staff of the Ilakha Panchayat, to go about the Village Panchayats, and audit their accounts. If any report regarding their unsatisfactory working was received from the supervisory staff, the President of the Ilakha Panchayat or the Maharaja had powers to cancel its working.

PART II

Actual Conditions as Revealed by the Field Survey

The following Panchayats were selected for Field Enquiry on the criteria mentioned against them. Similarly, the Rural Reconstruction Centres shown below were chosen for their experiments in village work.

Taluka or Peta	Village	Category	Type of working	Remark
	Uttara Bhag (North Division)			
Hatkanangle	(1) Hatkanangle	A	Good	Ex-municipality
	(2) Hupari	A	Best	"
	(3) Alte	B	Moderate	"
	(4) Pattan Kodoli	C	Bad	"
Raibag	(5) Chinchali	B	Moderate	Inam Village
	(6) Bhiradi	C	Bad	"
Shahuwadi Shirol	(7) Pishwi	C	Bad	"
	(8) Narsinhawadi	A	Good	Ex-municipality
	(9) Shirol	A	Good	"
	Dakshina Bhag (South Division)			
Bhudargad	(10) Gargoti	B	Medium	
	(11) Madilge	B	Medium	
	(12) Shengaon	C	Bad	
	(13) Sonali	C	Bad	
Gadhinglaj Karvir	(14) Pattankudi	A	Good	
	(15) Mudshingi	A	Good	
	(16) Sangawade	A	Good	Rural Recon- struction Centre
	(17) Isphurli	B	Moderate	
Radhanagari	(18) Gokul Shirgav	C	Bad	
	(19) Vadanage	C	Backward	
	(20) Chuye			Rural Recon- struction Centre
	(21) Nigwe			
	(22) Thickphurle	C		Opposition to V. P.

All the Panchayats were divided into 3 categories—best or good, moderate, and bad in working, classified as A, B, & C respectively.

A. Structure : Table No. 5 reveals the sample Panchayats and their type together with population of the village, membership of the Panchayat, its caste composition, the strength of Harijans and Muslim members and the method of the existing system of having the Village Patil, as an Ex-Officio Member.

Membership : It would be seen, that Hupari Panchayat, which was started in 1927 had 9 members for its population of 6,300, Shirol with 6,853 population had 11 members, while Narsinhawadi in the same category had the same membership though its population

was 2,500. The same was the case even in the B and C category Panchayats, viz : while Alte in B category had 8 members for 4,956 population, Chinchali had 11 members for 4,000 population.

Method of Election : It was by ballot only.

Reserve Seats : There was no provision for reservation of seats for minorities, depressed and backward communities or women in the Panchayat. Wherever there were Muslims or Depressed Class Members in the Panchayat, as seen in the Table No. 5, they were only elected on the basis of the proportion of population.

Caste Composition : Caste composition of the membership of the Panchayat had been revealed to be preponderately Non-Brahmins in almost all cases.

Ex-officio Membership of the Patil : The Village Patil was seen to be ex-officio member of the Panchayat, even though he ceased to be the automatic President of the Panchayat after the Jahirnama of the Legislative Department of 1946.

Village Servants : Sometimes the Village Patil was both Revenue and Police Patil, while in some instances, they were separate for each job. The salary paid annually for the post of the Patil as well as for the other servants of the village like Ramoshis, Mahars, Tarais, Rakhwaldars was so unattractive and ridiculously low, that in spite of these jobs being hereditary, they lost all fascination, as it was impossible to survive on the Inams rarely supplemented by an annual salary of Re. 1/- to Rs. 10/- in the majority of cases (Table No. 6).

B. Finance :

Local Fund Cess : Hupari, Pattankudi and Sangawade Panchayats, all in the A category, got by way of this source Rs. 600/-, Rs. 338/- and Rs. 62/- respectively but these sums had no relation either to their population or public needs. Same was the case in the B and C categories of Panchayats, viz., while in the B category Alte Panchayat got Rs. 412/-, Chinchali got Rs. 984/- annually. The position of Panchayats in the C category appeared to be more attractive, than the A and B category Panchayats in this respect. (Table No. 7).

House Tax : A Category Panchayats. In Hupari, the rate of house tax was from 1 to $1\frac{1}{2}$ annas per rupee rent value. The minimum and maximum rate collection varied from annas 8 to Rs. 5/-. In Hatkanangle, there was no fixed basis. The rates were the same for the last 40 years varying from annas 8 to Rs. 6/-. In Shirol too, the rates were not raised and continued to be the same for the last 50

years, varying from Re. 1/- to Rs. 6/-. In Narsinhawadi the rate was 1 anna per rupee of rental value, and was never collected properly leaving large sums in arrears. Same was the case, with Pattankudi and Sangawade.

Same was the case with B and C category Panchayats. In Alte, Chinchali and Gargoti in B category, the house tax was only at the prescribed rate, while in Madilge budruk, the minimum and maximum rates varied from annas 4/- to Re. 1/- per house. In the C category, the usual prescribed rate was seen to be in force in instances like Sonali, and Gokul Shirgau while there were also found some stray examples as Vadanage, where house tax was at the rate of 6 pies per foot of the front of the house.

The Village Patils were to collect the house tax and as they did not pursue the matter with all earnestness, huge arrears to the extent of Rs. 60,000/- began to accumulate.

Bhangi Patti : Narsinhawadi, Shirol, and Hatkanangle alone among the Village Panchayats surveyed showed this source of income. But, the rates were not known.

Jakat : Only one Panchayat, Narsinhawadi, collected it.

Fair Tax : This came to Rs. 7,600/- in Narsinhawadi and Rs. 8000/- in Chinchali. In the latter half an anna per rupee of sale value and 1 anna 3 pies for giving a certificate of sale for each animal were the rates fixed up. The original tax of half anna was to go to the Inamdar while the certificate charges were intended to contribute to the expense of tax collection. In the case of animals, one anna per rupee on the sale value of horses and asses was being collected. For other animals the rate was 6 pies each; while for sheep and goats, the rate was 3 pies each, besides the certificate charges of 1 anna 3 pies.

Upto 1926, the Inamdar was taking the whole amount of Fair Tax. Since 1927, however, this was divided as 1/5th to the School Board, 1/5th to the Police, 1/5th to the Village Panchayat and 2/5th to the Inamdar and this system was in force till 1944. From 1945, the whole income was to come to Panchayat for spending on sanitation purposes, besides a grant of Rs. 500/- for the Cattle Shed, as the expenses of the Fair Management were expected to reach about Rs. 6,000/- every year.

Pilgrim Tax : This was not collected anywhere.

Shop and Plot Rents : These were collected in Narsinhawadi, and Hatkanangle, but the basis was not known. Plot rents were also

collected in the Bazar sites of Hupari, Narsinhawadi and Shirol. The rates were not available.

Wholesale Tax : This was collected only in Shirol.

Sale of Dirt : This was a regular income for many Panchayats.

Cattle Pound Income : This was given to Panchayats, though many of them were not receiving it regularly.

Interest on Capital : This was another source of income as there were accumulating balances from year to year revealed in each Panchayat.

Motor Tax : Hatkanagle and Shirol had this source. The amount collected in Shirol was greater than in Hatkanagle ; but there were no uniform rates in vogue in either place.

Water Tax : This was imposed only in Hupari and Shirol. In Shirol, each water tap was taxed at the rate of annas 12/-. In Hupari private taps were charged at the rate of Rs. 24/- per annum and the public were to pay annas 12/- each.

Cart Tax : This was in force only in Shirol and Hatkanagle.

Pan Bidi Licenses : This was enforced only in Shirol.

Tax on Sale of Cattle : This was imposed only in Shirol Panchayat.

Ilakha Panchayat Devasthan Grants : This was given to most of the Panchayats as the repairs and supervision were also their duty.

Grants for Repairs : according to the provision of the Panchayat Act, if the Panchayats were to undertake any construction of Public works or repairs to Public Buildings, Ilakha Panchayat gave grant towards this expenditure.

Fines for not sending children to School : This was imposed only in Alte.

Grant for Secretary's Pay : As an exception this was given to Shirol Panchayat to the tune of Rs. 300/- per annum,

C. Functions :

Functions of the Panchayats were already mentioned in the preceding section. The expenditure incurred on their execution and the way in which they were administered (Table No. 8) is discussed below.

Panchayat Secretary : There was no uniformity in the scales of pay of Secretaries of Panchayats in any category viz: in 'A' category Panchayats, Hupari paid its Secretary Rs. 300/- per annum, Hatkanangle Rs. 112/-, Shirol Rs. 300/- and Narsinhawadi only Rs. 240/- while Alte, a small Panchayat in the B category paid its Secretary Rs. 120/- per annum, Chinchali, the biggest Panchayat paid just Rs. 96/-. Panchayats in the C category displayed the same inequalities in pay.

Establishment, Contingencies, T. A., etc. : Expenditure on establishment and contingencies was incurred in every Panchayat according to its needs. But, even here there were no definite rules regarding the establishment expenses, etc.

Dress : only Hatkanangle, Narsinhawadi and Shirol provided dress to Panchayat Servants.

Water Supply : In Hupari, there was a protected water supply through taps, provided under the joint auspices of the State and the Panchayat, the Panchayat bearing expenditure to the extent of Rs. 25,000/-. Same was the case with Shirol, where the inhabitants got tap water at a nominal cost of annas 12/- per tap. In Pattankudi, a scheme for protected water supply was reported to be under contemplation, but did not materialize as yet. In Panchayats like Narsinhawadi, the water supply was only through wells and the river Kistna. In other places like Hatkanangle, Sangawade, water supply was a difficult problem. There were neither many wells nor rivers or streams. Jharas used to be dug from time to time, with separate arrangements for Harijans, etc. B Category Panchayats like Mudshingi and Chinchali had no acute problem as Madilge and Gargoti. In the former villages, water was provided only through jharas and not through wells. The Panchayats in the C Category were in no way better with regard to this facility; whatever expenditure was shown to be incurred by the Panchayats was for either repairing of wells, tanks or constructing jharas.

Roads and Communications : Construction and maintenance of roads, wells, buildings and bridges were functions attended to by almost all the Panchayats in whatever category they were placed and whatever was the degree of difference in their attention according to the resources available at their disposal to meet this obligation. Original works were very few, while much of the expenditure incurred was on roads, culverts and drainages.

Repairs to Schools, Sewage and Markets : These were carried out wherever there was need irrespective of the category of the Panchayat in which these were required.

Public Health and Sanitation : Cleaning of roads and provision of public and private latrines together with arrangements for private scavenging service were done by a few well organized Panchayats as below.

Name of the Panchayat	Narasinhawadi	Shirol	Hatkanangle
No. of Latrines.	30	16	120
Private	Nil	Nil	120
Public.			
for men	...	16	nil.
for women	...	...	...
For both men and women	30	...	12

In the-B Category Panchayats such as Chinchali and Madilge though there was provision for daily sweeping of roads; public or private latrines were not available. In the C Category Panchayats, even the daily cleaning of roads was a rare luxury as in Sonali, where roads were cleaned once a year while in the rest, even that was not done.

Repairs to Devasthanas : Whatever sum Panchayat received under this head from the Ilakha Panchayat was spent economically.

Repairs to Public Buildings : As in the case of the above item, even here, whatever money was put in the hands of the Panchayat for repairs it was carefully and well spent.

Aid to Schools and other Donations : Very few Panchayats had the where-with-all to subscribe to Public Institutions as schools. Narsinhawadi in the "A" Category and Madilge in the "B" Category were contributing Rs. 800/- and Rs. 50/- each annually.

Aid to Library : This was an item on which each Panchayat was revealed to be spending at least some money for getting a few books, periodicals and newspapers.

Aid to Hospitals : Only Mudshingi and Gargoti, in the sample Panchayats surveyed, were found donating Rs.99/- and Rs.150/- respectively, towards this item. Most of the other Panchayats, in whatever pattern they were, were purchasing Medicine for local use.

Night Lighting : Street lighting was prevalent still in some of the Panchayats, as shown below :

Name of the Panchayat	Category	No. of Petromax Lights	No. of Kerosene Lights	Remarks : position at time of enquiry.
Narsinha-wadi	A	12	50	Only 1 Petromax light available
Shirol	A	7	50	...
Hatkanangle	A	...	30	...
Pattankudi	A	...	50	Temporarily stopped for want of Kerosene oil
Mudshingi	A	...	17	...
Chinchali	B	...	20	...

None of the Panchayats in the 'C' Category were able to provide this facility.

Plantation of Trees : Hatkanangle, Shirol and Hupari alone were doing something in this connection.

Rat Catching : Traps for catching the rats were provided by the Panchayat, but, this was in mostly 'B' and 'C' category Panchayats.

D. Supervision and Control : The Village Panchayat auditors were appointed only in 1946. There was no regular supervision of all the Panchayats at least once a year as the number of Panchayats entrusted to each of the auditors was too large to be completed within a year. As such, unless the strength of the supervisory staff would be increased, the prospects of proper supervision would be disappointing.

The control over Panchayat was exercised by the Ilakha Panchayat. But, the Ilakha Panchayat depended to a great extent for its proper supervision on the Panchayat auditors and unless the number as well as calibre of Panchayat auditors would be improved, there would be no way of improving their administrative efficiency.

PART III

Observations

A. Structure : There was no fixed proportion of membership in relation to population nor was there any uniformity in this matter in every Category of the Panchayats. There were no reserved seats, and Muslims and Harijans came into Panchayats, in proportion to

population. The Ex-officio membership of the Patil in the Panchayat proved good in working and did not give any scope to think that his sitting on the Panchayat would wreck its functioning. The caste composition of membership had been predominantly Non-Brahmins while the Brahmins were few and far between.

B. Finance : Data revealed several dissimilarities in the sources of income from Panchayat to Panchayat in the same and different Categories, viz. local fund cess which was collected at the rate of 6 pies per rupee out of 2 annas that was collected by the Ilakha Panchayat bore no relation to the needs of the population in the Panchayat, as its collection was based on the amount of land revenue collected in the village. Hence, while a bagayat area earned more, a dry or unirrigated area got less. Again though the Act specified the rates of house tax as one anna per rupee of rental value, the survey revealed a variety of rates in force, ranging between wide extremes as indicated in Part II. The common defect with all the Panchayats was the most irregular method of tax collection. Arrears to the extent of Rs. 60,000/- were left uncollected by the Village Patils who were to collect taxes. No effective measures were in force to collect the arrears completely and quickly. But, if once the existing arrears were cleared, the house values could easily be revised and rates raised to fetch greater income as most of the Panchayats visited indicated greater potentialities to bear further taxation. Bhangi Patti revealed the same irregularities and lack of any proper basis in collection. There were no regular fixed targets or rates for each house according to the number of members or number of latrines. The rates were fixed everywhere in an erratic way by each individual Panchayat. Shop rents and plot rents were sources that were rarely available in Panchayat areas. Both Narsinhawadi and Hatkanangle, where they were collected, were ex-municipalities, now converted to Panchayats. They had buildings constructed in the previous regime which fetched the rents, they now obtained. Plot rents that were being collected were again not based on any scientific basis. Income from sale of dirt was uncertain as some Panchayats prepared manure and others did not. Similarly income from cattle pounds too was not regularly returned to all the Panchayats.

Whole-sale tax, motor tax, hotel tax, pan and bidi licenses were sources collected by all Panchayats which were once ex-municipalities, though the Panchayat Act, did not authorise their collection. Income from fines imposed for not sending children to school regularly was rarely seen in the budgets of the Panchayats. It was never strictly enforced unless, there were some factions in the

village between the school teachers and members of the Panchayat and the local population. Hence, the only instance was Alte Panchayat. Usually the pay of the Secretary was to be met by the Panchayat, but, as an exception, Shirol only got a grant of Rs. 300/- per year. There were also several untapped sources. e. g. pilgrim tax at Narsinhawadi and Chinchali, weekly market tax at Hatkanangle and Hupari, fair tax in Pattankudi which would yield good income if imposed, but, their imposition was neglected in all these places.

C. Working of the Panchayats: A close examination of the expenditure of the Panchayats revealed the administrative functions undertaken by them. Besides, it also showed the lack of proper arrangements with regard to the appointment, pay and function of the Panchayat Secretaries. Though according to the Act, the Secretary was to be elected every year by the Panchayat, in practice, he was appointed for an indefinite period, with varying scales which were not in conformity with the type of the Panchayat in which he was placed, its resources or working. Neither the Panchayat Act, nor the Ilakha Panchayat, which controlled and supervised the working of the Panchayats, seemed to have paid any attention to this glaring inconsistency. Similarly no ratio was fixed for the expenditure of the Panchayats in proportion to its income, for spending on items like contingencies, T. A., establishment, etc. Facilities like water supply were inadequate and most of the Panchayats were incapable of meeting this obligation unaided by the State as water scarcity was a serious problem and the cost of constructing wells or tanks was much beyond the capacity of the poor Panchayats. Similarly, though they were not often able to undertake new works, they concentrated their energies on repairs to roads, buildings, markets, sewage, drains and culverts. In the matter of Public Health and sanitation too, there was the same lack of uniformity of practice. Sometimes, the latrines were for women, sometimes, they were only for men, sometimes they were cleaned by the Panchayat, other times, no responsibility in this connection was borne by them. But, repairs to public buildings and devasthanas were in accordance with the grants kept at their disposal. This work was done in an efficient way. But, most of them were not in a position to do much by way of medical help. Night lighting was undertaken by a few bigger Panchayats but, in many cases it was either dropped or reduced to a very small extent for want of kerosene oil or its rationing. Other functions like tree plantation and rat catching were discharged by few. The 'A' Category Panchayat alone held regular monthly meetings, while 'B' and 'C' Category Panchayats held them at intervals of 2 or 3

months. While most of the Panchayats were working according to the Panchayat Act of 1927, the State Government introduced another Act in 1945 which was not enforced. It abolished the municipalities in places where the income was not more than Rs. 10,000/- and converted them to Panchayats, but their features were essentially those of the municipalities.

D. Supervision and Control : Since the number of Panchayats was greater in proportion to the number of auditors appointed, it was not possible for them to visit all the Panchayats in the course of an year. Consequently, the supervision and control were very ineffective.

Table No. 5:—Constitutional Aspect of Selected Village Panchayats in Kolhapur.

S. No.	Village	Taluka or Peta	Category	Act	Members							Ex-officio	Population in 1941
					Total	Brahmin	Maratha	Lingayat	Jain	Harijans	Muslims		
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1*	Uttara Bhag Hatkanangle	Hatkanangle	A	1896	9	1	1	4	2	1	..	1	3322
2*	Hupari	"	A	1927	9	..	3	1	3	1	1	1	6300
3	Alte	"	B	1927	8	..	2	1	4	..	1	1	4956
4	Pattan Kodoli	"	C	1896	7	2	2	1	1	..	1	1	5000
5	Chinchali	Raibag	B	1917	11	3	1	4	3	..	..	1	4000
6	Bhiradi	"	C	1944	8	..	..	..	..	..	..	1	2500
7	Pishwi	Sabuwadi	C	1896	..	..	..	..	..	..	..	..	..
8*	Narasinhawadi	Shirol	A	1896	11	6	2	1	2	..	..	1	2500
9*	Shirol	"	A	1880	11	2	6	1	1	..	1	1	6953
	Dakshin Bhag												
10	Gargoti	Bhudargad	B	1927	11	2	9	..	..	..	..	1	2283
11	Madilge	"	B	"	11	..	..	..	..	..	..	1	2100
12	Shengaoon	"	C	"	7	..	..	..	..	..	..	1	1500
13	Sonali	"	C	"	7	..	..	..	..	..	..	1	1500
14	Pattankudi	Gadbinglaj	A	"	11	..	..	..	..	..	..	1	4200
15	Mudshingi	Karvir	A	"	7	..	5	1	..	..	1	1	3000
16	Sangawade	"	A	"	7	..	..	2	..	..	..	1	2800
17	Iaphurli	"	B	"	†	..	..	..	..	..	..	..	†
18	Gokul Shirgav	"	C	"	†	..	..	..	..	..	..	..	†
19	Vadanage	"	C	"	11	1	9	..	..	1	..	1	3866
20	Chuye	"	"	"	†	..	..	..	..	..	..	..	†
21	Nigwe	"	"	"	†	..	..	..	..	..	..	..	†
22	Thinkphurle	Radhanagari	C	1927	8	1	4	..	2	..	..	1	1800

* Municipality upto 1945, since then Village Panchayat.

† Information not available.

Table No. 6:—Salary of Village Servants in Selected Village Panchayats in Kolhapur.

S. No.	Village	Taluka or Peta	Category	Police and Revenue (Mulki) Patil †		Talathi †† No.	Village Servants † No.					
				No.	Annual Pay Rs.		Total	Mahar	Shaksandi	Harijans	Other Hindus	Muslims
1	2	3	4	5	6	7	8	9	10	11	12	13
	Uttara Bhag											
1	Hatkanangle	Hatkanangle	A	1	156a	1	8	...	8	...	...	...
2	Hupari	"	A	1	220a	1	11	7	...	...	1	3
3	Alte	"	B	1	150a	1	20	...	...	...	...	...
4	Pattan Kodoli	"	C	1	180a	2	15	3	2	7	3	...
5	Chinobali	Raibag	B	1	129a	1	11	...	11	...	...	...
6	Bhiradi	"	C	†	...	†	†	...	...	...	...	...
7	Pishwi	Sahuwadi	C	†	...	†	†	...	...	...	...	...
8*	Narsinhawadi	Shirol	A	...	...	1	...	...	...	...	...	...
9	Shirol	"	A	1	480a	3	18	2	...	...	13	3
	Dakshia Bhag											
10	Gargoti	Bhudargad	B	1	70a	1	7	...	...	...	...	...
11	Masilge	"	B	1	96a	1	8	...	8	...	...	...
12	Sheegaon	"	C	1	100a	1	†	...	...	...	...	...
13	Sonali	"	C	1	50a	1	...	...	...	...	...	...
14	Pattankudi	Gadhinglaj	A	1	120	1	8	...	8	...	...	...
15	Mudshingi	Karvir	A	1	136a	1	10	...	...	3	7	...
16	Sangawade	"	A	2	150a each	1	12	...	...	...	...	...
17	Ispurli	"	B	†	†	†	†	...	...	...	...	...
18	Gokul Shirgav	"	C	...	...	...	...	...	...	...	...	...
19	Vadanage	"	C	1	147a	1	10	1	8	...	1	...
20	Chuye	"	"	†	†	†	†	...	...	...	...	...
21	Nigwe	"	"	†	†	†	†	...	...	...	...	...
22	Thickphurle	Radbanagari	C	†	†	†	†	...	...	...	...	...

* Carry on work through Village Servants of Shirol.

† Not available.

† Notes:—Columns 5 & 6: All Police and Revenue (Mulki) Patils had hereditary Inams (a) and also fixed yearly cash remuneration which is shown in column 6.

Column 7: Kulkarni system seized to be in operation for 35 years. Talathis were in the scale of Rs. 25-2-50 p. m.

Columns 8 to 13: All village servants had only inams.

Table No. 7—Income of Selected Village

Sr. No.	Name of Village	Opening Balance	Local Fund Cess	House Tax	Bhangi Patti	Jakat	Fair tax	Pilgrim Tax	Shop Rents	Plot Rents	Sale Tax	Octroi	Sale of Dirt	Cattle Pound	Interest on Capital
1	Hupari	2905	600	414	...	...	...	...	...	200	...	...	...	1	10
2	Narsinhawadi	12531	221	2500	700	525	7600	...	2845	60	...	...	...	...	125
3	Shirol	250	650	3000	150	...	...	...	...	10	10	...	50	...	...
4	Hatkanangle	463	367	956	300	...	...	...	800	...	...	...	70	...	...
5	Pishwi	...	...	...	...	...	...	...	...	...	...	...	...	...	...
6	Chinchali	12	984	260	...	...	...	...	...	...	...	...	25	40	...
7	Alte	...	412	290	...	...	...	...	...	...	...	...	10	...	...
8	Pattan Kodoli	...	...	...	...	...	...	...	...	...	...	...	...	...	...
9	Sangawade	294	92	125	...	...	...	...	...	...	...	...	...	...	3
10	Vadanage	2085	404	453	...	...	...	...	...	...	...	...	...	...	10
11	Ispurli	224	193	31	...	...	...	...	...	...	...	...	126	...	...
12	Pattankudi	2840	338	800	...	...	...	...	...	...	...	...	5	5	23
13	Mudshingi	1928	290	139	...	...	...	...	...	...	...	...	5	...	10
14	Gargoti	1189	138	324	...	...	...	...	...	...	...	...	...	40	...
15	Bhiradi	284	246	425	...	...	...	...	...	...	...	...	5	...	...
16	Sonali	143	87	136	...	...	...	...	...	...	...	...	...	...	...
17	Thickphurle	1731	128	146	...	...	...	...	...	...	...	...	...	...	...
18	Nigwe	...	...	...	...	...	...	...	...	...	...	...	...	...	...
19	Chuye	...	...	...	...	...	...	...	...	...	...	...	...	...	...
20	Shengaon	31	74	162	...	...	...	...	...	...	...	...	...	...	60
21	Gokul Shirgav	519	29	54	...	...	...	...	...	...	...	...	...	...	...
22	Madilge	1572	203	190	...	...	...	...	...	...	...	...	...	15	...

Panchayats In Kolhapur 1945-46 (Rs.)

Motor Tax	Water Tax	Cart Tax	Hotel Tax	Fan, Bidi Licences	Sale of Cattle	Licences	Devasthan Grants	Other Grants	Miscellaneous	Private Water Tax	Grants for Repairs	Grant of Secretary's Pay	Fines for not sending Children to School	Category
..	3120	..	..	..	..	..	..	..	..	2830	20	..	..	A
..	200	..	..	..	..	A
1100	500	100	100	75	5	..	666	335	100	..	..	300	..	A
350	50	..	..	300	..	..	..	..	..	..	A
..	C
..	300	..	3	..	..	..	..	B
..	37	..	..	..	600	..	5	B
..	C
..	A
..	130	..	..	C
..	70	42	..	..	..	..	..	B
..	349	..	5	..	..	..	..	A
..	8	..	41	..	..	..	..	B
..	195	..	..	..	910	20	..	B
..	C
..	42	..	..	..	..	..	..	C
..	48	..	..	..	..	..	..	C
..
..
..	63	..	..	..	..	..	..	C
..	50	..	..	..	..	..	..	C
..	39	..	..	..	..	..	77	..	..	..	..	..	..	B

Table No. 8—Expenditure of Selected Village Panchayats In Kolhapur 1945-46 (Rs.)

Sr. No.	Name of Village	Secretary's Pay	Other Establishment	Office Contingencies	T. A. to Establishment	Printing	Postage and Stamps	Furniture	Other Servants	Servants' Dress	Dearness Allowance	Servant Contingencies	Water Supply	Original Works	Repairs to Tank	Wells	Boring Repairs	Communications	Roads	Culverts	Drainage	Pools	Public Buildings	Repairing School	Repairing Sewages	Repairs to Market	Sanitation Establishment	Contingencies	Manure Fies	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	
1	Hatkanangle	113	192	48	15	120	20	15	92	50	144	...	...	...	...	120	...	...	500	50	50	...	100	100	...	...	...	...	...
2	Alte	120	34	15	10	20	15	...	...	...	...	105	...	...	...	...	...	...	...	...	...	...	15	...	...	...	...	...	...
3	Pattan Kodoli	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
4	Pishwi	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
5	Chinohali	96	60	60	25	10	10	100	24	...	...	...	...	...	...	...	...	...	...	100	...	...	208	...	100	...	...	...	...
6	Sangawade	60	...	19	...	...	...	...	...	...	...	84	60	...	...	...	...	...	...	500	...	...	...	...	...	...	...	...	...
7	Vadanage	96	48	10	...	15	...	...	...	...	...	100	...	...	200	...	...	...	...	2000	...	...	...	...	...	10	...	...	...
8	Ishphurli	40	24	6	6	10	15	...	...	...	...	26	56	...	...	...	...	...	...	50	...	50	...	60	42	10	...	...	...
9	Pattankudi	210	84	36	10	30	24	10	63	...	...	...	3000	...	...	...	...	...	...	200	100	...	...	...	...	...	...	...	...
10	Mudshingi	66	...	20	...	15	...	129	...	...	...	...	200	75	80	...	...	...	...	280	...	...	...	50	...	3	...	...	...
11	Gargoti	96	...	10	12	15	20	18	...	...	...	420	200	...	...	250	15	...	...	900	150	...	...	...	...	97	...	41	...
12	Bhiradi	120	72	12	5	15	15	5	15	...	...	...	...	...	...	...	...	...	...	200	...	...	...	...	...	...	...	...	...
13	Sonali	36	24	8	10	10	5	...	...	...	...	26	56	...	...	...	...	...	...	80	35	50	...	36	42	10	...	...	...
14	Thickphurle	60	24	10	8	15	5	...	...	...	...	60	125	25	20	...	...	...	...	500	...	...	...	...	99	...	...	...	...
15	Nigwe
16	Chuye
17	Shengaoon	60	25	4	10	10	5	129
18	Gokul Shirgav	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	20	...	...	...	...	26	36	...	...	...
19	Hupari	300	144	44	...	...	...	100	...	...	...	1500	3000	500	100	100	...	...	...	1200	144	...	44	50	...	...	...	...	...
20	Narsinhawadi	640	28	125	50	150	20	25	336	75	420	...	...	...	...	...	...	...	...	925	550	50	...	...	...	3275	...	...	...
21	Shirol	360	566	75	25	150	15	...	366	150	...	...	50	...	150	150	...	...	...	500	...	...	50	...	...	...	...	...	...
22	Madilge	96	36	10	10	40	10	15	...	...	...	...	...	...	410	15	1	...	...	...	15	12	...	...	72	558	...	...	...

(Table No. 8—Contd.)

Sr. No.	Name of Village	Dust Bins	Latrins	Lights	Oil	Contingencies	Cattle Pound Repairs	Slaughter House	Plantation of Trees	Tools and Plants	Tax Collection Charges	Monkey Catching	Rat Catching	Help to School	Help to Hospital	Devasthan Expenses	Medicines	Servant's Pay	Dearness Allowance	Grant to Library	Repair to Nagar Khana	Sweepers' Pay	Other Grants	Dirt Cart	Gutter Cleaner	Category		
1	2	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55		
1	Hatkanangle	...	...	50	250	120	...	...	10	20	...	...	...	...	...	...	...	...	...	70	...	700	...	...	300	A	
2	Alte	...	...	...	...	...	...	...	...	...	45	...	...	...	...	...	5	...	...	50	...	...	...	...	...	...	B
3	Pattan Kodoli	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	B
4	Pishwi	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	B
5	Chinchali	...	...	75	...	50	...	...	50	...	111	...	...	...	...	...	85	...	...	60	...	500	...	...	...	B	
6	Sangawade	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	B
7	Vadenage	...	...	...	...	...	...	...	...	...	30	...	100	...	...	...	10	...	...	20	...	...	...	...	...	...	B
8	Isphurli	...	...	...	...	...	...	...	...	50	...	...	...	...	...	597	20	...	...	12	...	80	...	...	...	...	B
9	Pattankudi	...	...	...	10	...	...	...	...	50	...	...	100	...	...	...	25	...	...	30	...	...	...	...	...	...	B
10	Mudshingi	...	300	10	...	58	...	...	30	...	26	...	...	...	99	...	...	...	...	45	...	144	...	...	...	...	B
11	Gargoti	...	...	...	...	...	21	...	...	...	...	...	30	...	150	...	...	...	...	200	...	...	...	...	...	...	B
12	Bhiradi	...	...	5	...	80	...	...	...	...	...	...	26	...	...	...	...	...	...	5	...	144	...	...	...	...	B
13	Sonali	...	...	...	...	...	...	...	...	...	16	...	...	...	...	...	70	...	...	10	...	...	...	...	...	...	C
14	Thiokphurle	...	...	...	...	...	...	...	...	...	...	...	40	...	...	...	...	...	...	10	...	...	...	...	...	...	C
15	Nigwa	...	...	5	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	C
16	Chuye	C
17	Shengaoon	12	15	10	...	30	C
18	Gokul Shirgav	C
19	Hupari	...	...	...	...	...	200	...	125	200	...	...	...	...	...	...	...	...	...	50	...	...	...	...	...	...	A
20	Narsinhawadi	...	...	150	150	800	...	...	...	...	...	...	...	800	...	1281	...	144	72	250	...	...	...	...	...	...	A
21	Shirol	100	100	150	100	200	...	...	10	25	...	...	...	...	...	666	50	...	...	...	87	716	540	200	...	...	A
22	Madilge	...	...	461	...	5	5	...	...	13	...	...	25	50	...	...	...	36	...	15	...	...	...	...	...	...	B

CHAPTER III

Structure and Working of Village Panchayats in Aundh

PART I

Administrative and Legislative Position of Panchayats on the Eve of Enquiry

Aundh, now merged in the Satara District of Bombay State, was then an independent State. Its Talukas and Villages were distributed over a very wide area in the Districts of Satara and Bijapur without any means of communications between them and with very wide tracts of Indian Territory interspersed at every stage. 8 out of the 24 villages in Aundh Taluka alone stood isolated as so many islands. Atpadi is 60 miles from Aundh. Gundal was 125 miles from motor road. From Gundal Kotyal and Hangari are 20 miles and 12 miles apart. In all, there were 5 Talukas, viz. Aundh, East Atpadi, West Atpadi, Kundal and Gundal, comprising about 72 villages, all scattered and remote from each other. Hence geography, more than any thing else compelled the ruler of Aundh to try the experiment of Decentralization in his territories.

A. Structure : According to the first Village Panchayat Act in Aundh in 1918, each Village with a population of 300 and a literacy standard of 2%, could become a Panchayat with 10 members including the Sarpanch and Deputy Sarpanch. Every adult, above the age of 18 could vote, but, the privilege of contesting the election was confined only to those with an income of Rs. 100/- per annum either from land or from any other source. The election was by show of hands and the elected Panchayat constituted two parts, one for the Village Administration and the other for the Administration of Justice.

By 1926, the Act was amended with 4 fundamental modifications, viz: 1. removing restriction on women in contesting elections, 2. raising the age of the voter from 18 to 24, 3. extending the civil jurisdiction of the Village Panchayat with powers to decide cases upto the value of Rs. 500/-, and 4. the sanction of some more criminal powers. In 1930, Town and Village Councils were created, in all villages with more than 2000 population. While Nyaya Sabhas could be formed in villages

with 2000 population, in villages of lesser population, Grama Sabhas could be formed. If any sub-caste were to have 50 members, it could form a sub-committee of its own with membership, varying from 3 to 7. The Mahajana Sabha, or the General Association of all these bodies, could divide itself into several sub-committees, like the Sanitation Committee, the Educational Committee, Devasthan Committee and the Co-operative Committee. The duties of these Committees were according to their names. The Nyaya Sabha in the Nagar Sabha and Grama Sabha retained the right of deciding Civil Suits upto Rs. 200/- while gaining in addition the right to fine upto Rs. 25/- for Criminal Offences. In 1934, partial autonomy was introduced first in the State Administration, when the Elected Members of the Council could enjoy the confidence of the House, and became members of the State Darbar with portfolios of Primary Education, Medical Relief, Agricultural Co-operative Societies, etc. They with the Dewan formed the Executive Council, presided over by the Rajah Saheb of Aundh. Some amount in every annual budget was specially provided for giving grants to the Village and Town Councils which spent their grants according to their urgent needs for water supply, road repairs, etc. By 1939, a new Constitution came into force; according to which every Village in the State was to elect a Panchayat of 5 regular and 2 reserve members by ballot and by a majority of literate voters in the Village for a period of 3 years. The President was to be elected by the Panchayat unanimously or if such unanimity was not possible, he was to be elected by all the voters in the Village by a simple majority. There was no ex-officio system of representing the Patil on the Village Panchayat, nor were there any reserved seats for Harijans or Muslims or Women.

Every President of the Panchayat was by virtue of his office the Ex-officio member of the Taluka Samiti. The Taluka Samiti elected 2 of its members for the Central Assembly. One was the elected President of the Taluka Samiti and another was elected out of other members while the 3rd was elected by all the adult voters of the Taluka. Thus, out of every 3 members going to the Central Assembly 2 were Village Panchayat Presidents, while the 3rd was an elected member. Thus the 5 Talukas sent to the Central Assembly 15 members, while the State nominated 5. Thus a direct link was established between the Village and the Legislative Assembly. Thus there were 3 independent units of authority, the Village Panchayat, Taluka Panchayat and Central Government with independent powers of control over their work and establishment.

The separate body for the deciding of Civil and Criminal Suits was abolished, while the Panchayat itself was to act, hereafter, as

Nyaya Sabha with both Civil and Criminal Powers to decide cases. Each Panchayat when it was functioning as Taluka Nyaya Sabha, could independently decide Civil Suits upto Rs. 500/- and exercised 3rd Class Magisterial Powers.

Each Taluka Samiti had a sub-judge who decided the difficult suits going round the villages for a fortnight in every month to help Panchayat in the decision of their suits and also decided cases of higher jurisdiction. When he presided over a Nyaya Sabha, he could exercise 2nd Class Powers in civil matters and 1st Class Magisterial Powers in criminal matters. The judge was bound in the execution of his work by the decision of the Panchayat on questions of facts. When the parties were not satisfied even by the judgment of sub-judge, they were at liberty to go to the High Court of Judicature at Aundh, presided by a High Court judge. This was an independent body competent to give its own judgments, as a complete separation of the Judiciary and the Executive was introduced in the State ever since the promulgation of the new Constitution of 1939.

B. Finance: The entire Land Revenue of the village was supposed to be left at the disposal of the Panchayats to be utilized for works of public utility in the rural area. Each Panchayat was to prepare its budget and submit it to the Taluka Committee which ultimately decided a scheme of expenditure for the whole Taluka and not according to the requirements and expenditure of each Panchayat. The Taluka Samiti decided in its meetings, the way in which it would spend the money it received. It spent all the money collected in the Taluka, keeping before it, the budgets of the several Panchayats presented to it. The Taluka Committee itself prepared a budget for the whole of Taluka, providing for education, sanitation, roads, wells, new buildings, protection of the Staff, Revenue Department, etc., in the Taluka Samiti—The Central Government gave Grants for additional expenditure on items like the building of new hospitals or a big school, etc.

The Village Panchayats had no other sources of their own. The Panchayats which were the head-quarters of the Taluka Samitis like Atpadi, Aundh, Kundal and Kharsundi alone collected house tax, sanitary tax, etc. The budgets of the Central Government, their resources and programmes of expenditure were entirely at variance with that of the 5 Taluka Samitis. Income from exercise of magisterial fines, cattle pound receipts, tax on fairs, festivals and entertainments, wheel tax and income tax, all belonged to the Centre. While budgets of the Taluka Samiti were presented in the Central Assembly, the Central Assembly had no power to revise or reduce the figures.

The expenditure in excess of the Land Revenue, to be incurred by the Taluka Samiti was to be contributed by the State.

C. Functions : It shall be the duty of the Panchayats to attend to all matters relating to water supply, sanitation, construction of roads, drains, bunds and bridges, maintenance of public buildings, lighting of the village, control of fairs and basic education in co-operation with the Government, assistance by unemployment relief, by way of arranging work like spinning, grazing of lands, maintenance of building stock and protection and improvement, of cattle or any other activity which was likely to promote health, safety, education, comfort, convenience, or social and the economic welfare of the villagers, subject to the funds at the disposal and control of the Taluka Samiti. Each had a Secretary appointed by the State but paid by the Taluka Samiti to look after its functions. Since the abolition of the separate body for deciding civil and criminal suits, the Panchayat had also to act as the Nyayasabha.

D. Supervision and Control : Over the village Panchayat was the Taluka Samiti and above it the Ministry and the Legislature, with the Raja of Aundh at the helm of affairs, but, there was no scope for supervision or control. In the matter of Judicial Administration, independence of judiciary was maintained leaving scope for appeal from a lower court to a higher one, thus going up to the High Court.

The Chaphekar Committee which was appointed immediately after my inquiry in 1946 suggested some alterations in the structure of the Panchayat such as a four year term to the Panchayat, stopping the annual elections to the Representative Assembly, keeping the entire Panchayat Staff under the direct control of the State, separation of the work of the Panchayat and the Village Bench ; enlargement of the membership of the Representative Assembly from 20 to 25 by including reserved seats for industry, labour, Harijans and women ; provision of a seat for the Members of the Panchayat or a Sarpanch by election from the general electorate to the Representative Assembly for providing a direct link with State Administration, addition of the Patil and Kulkarni to the Panchayat Staff, and reduction in the number of Panchayats from 72 to 48 by forming Group Panchayats for 2 or 3 villages within a short distance from each other.

It also recommended the imposition of the house tax, weekly market tax, fair tax, etc.

With regard to functional aspect the suggestions of the Committee included specific allotment of expenditure on public works at the rate

of Rs. 1,500/- annually in Atpadi and Kharsundi, and Rs. 500/- annually in Kundal, Aundh and Gundal, appointment of rural doctors, a new syllabus and curriculum in schools with a view to giving the entire educational system a rural bias, raising the Secretary's pay to a scale of Rs. 50/- to Rs. 75/-, creating village as the administrative unit, raising of a teacher's pay from Rs. 40/- to Rs. 60/-, pay of Police Constable from Rs. 15/- to Rs. 25/-, of Ramoshi Rs. 5/- and of Mahar Rs. 5. It also desired an extension in the list of functions entrusted to Village Panchayats, by adding up, to the list, duties like the census of the people, census of houses, census of animals, record of births and deaths, and of number of trees, management of milk and dairy products, supply of water, growing of bees, rearing of animals, keeping a record of the sick, unemployed and indebted persons, preparation of a manuscript newspaper for circulation in the village, etc.

With regard to administration of justice, the Committee recommended the separation of the Panchayat and the Village Bench and separate procedures for civil and criminal cases. For civil suits, they suggested the system of Arbitration Boards consisting of 5 members, viz., 1 selected by each party, 1 selected by the Panchayat, 1 by the sub-judge and the other by mutual agreement of the parties. In criminal cases, the Village Bench was to impose fines or if the convicted was imprisoned, he was to serve the village.

With regard to supervision and control of Panchayats, the Committee suggested complete central control over all Panchayat Staff while in the matter of judicial control, no alterations were indicated.

However in the course of this analysis, observations were strictly confined to legislative and administrative position of the Panchayats on the eve of the enquiry. No comments on the suggestions of the Committee were made since none of them was implemented.

PART II

Facts Revealed by the Survey

Every village in the State was found to be a Panchayat as revealed by Table No. 9. We had chosen about 1/3rd of this number for detailed enquiry. The different criteria adopted in selecting the sample Panchayats were described at the outset, as a part of the methodology of the enquiry. The specific reasons for choosing the Panchayats for enquiry were as below :—

Name of Village	Category	Judicial Powers	Reasons for its choice
Atpadi Taluka			
1 Atpadi	A	3rd	Old ; too much village politics; weekly market ; religious fair.
2 Dighanchi	A	2nd	Old ; weekly fair.
3 Vithalapur	C	3rd	New ; good working; unity among members; no judicial work.
4 Palaskhel	A	2nd	New; ideal working; small village.
5 Lingiware	D	2nd	New ; unsatisfactory working; small village; no judicial work;
6 Rajewadi	D		New , unsatisfactory working ;
7 Tadavale	D	3rd	New ; unsatisfactory working.
8 Umbargaon	C	2nd	New ; small village.
Kharsundi Taluka			
9 Gomewadi	C	3rd	Old; shrewd panchayat; judicial powers were suspended for 2 years.
10 Nelkaranji	C	2nd	Old moderate working; unity among members.
11 Kharsundi	A	1st	Old , good working; weekly market ; animal fairs.
12 Ghanaud	C	2nd	New ; good working; use of communal labour.
13 Chinchale	D		Old; unsatisfactory working.
14 Karagani	D	3rd	Old ; unsatisfactory working ; village fair ; judicial powers were suspended for 3 years.
Kundal Taluka			
15 Kundal	A	1st	Old; best working; heavy litigation work.
16 Alsand	C	1st	Old; unsatisfactory working.

Name of Village	Category	Judicial Powers	Reasons for its choice
17 Rāmapur	C	2nd	New; satisfactory working.
18 Shirasgaon	C	2nd	Old; " "
19 Sonkari	C	3rd	Old; " "
20 Kirloskarwadi	A		New; an industrial type.
21 Bichud	C	3rd	Old; moderate working.
22 Bhavanipur	C	3rd	New; moderate working.
Aundh Taluka			
23 Aundh	A	1st	Old; excellent working.
24 Ogalewadi	A		New; an industrial type.
Kapil		2nd	New; satisfactory working.
Duseri		3rd	New; unsatisfactory working.
Manu			Panchayat suspended—internal feuds.

Thus, 24 out of the 72 Panchayats were selected for personal investigation. Panchayats with good finances and good working were put in A category; with bad finances and good working, in B category; with bad finances and not good working, in C category; and with unsatisfactory working, in D category.

A. Structure :

Membership : Every Panchayat had only 5 fixed and 2 reserve seats irrespective of the fact, whether it is an old, senior, junior Panchayat or it belonged to A or B or C or D category or any consideration like seniority, merit of working, large revenue collection and population. The oldest, most densely populated and richer Panchayats had the same membership compared to any of the Panchayats in any grade or class.

Caste Composition : In most instances, the Marabta members out-numbered the Brahmin members.

Method of Election : The method of ballot was followed every where and it was found to be working satisfactorily.

Ex-Officio Member : The Village Patil was not an ex-officio member of the Panchayat, though he was allowed to contest membership.

Village Officials : The emoluments of the hereditary village officials and servants were found to be extremely poor, (Table No. 11)- with the result that there was little incentive for work. Moreover they were entirely outside the control of the Panchayats, though they still lived in their jurisdiction. All the village servants—the Patils, the Kulkarnis and other servants—held hereditary Inams in many instances and also got a nominal pay. In Sonkari and Shirasgaon the village officers had Inams, while the Tarals got each Re. 1/- per year. For Bichud and Bhavanipur, the village officials and servants were the same. All of them held Inams, while the remuneration for the village servants was Rs. 2/- per annum per man. In Atpadi, only 5 Mahars continued to work. In Tadavale, there were about 110 Mahars with Inams. In Karagani both the village officers and servants were heavily assessed on their land and hence, the majority of them left for working elsewhere. In Gomewadi, village officers had no Inams and village servants had Inams and the population of Mahars was about 200. Only 8 Mahars, 4 Rakhawaldars and 4 Ramoshis assisted the village officers. In Vithalapur, 4 Ramoshis and 4 Mahars were working though they had only Inams. In some instances, Ramoshis and Mahars had Inams and also got pay separately, while the Kulkarni and Patil had no Inams at all. Many of the village servants held Inams and got additional pay too. While the pay of the Patils varied from Rs. 100/- per annum in Aundh and Kundal to Rs. 11/- in Umbargaon, in between there were several scales. The annual pay scale of Kulkarni similarly was between a maximum of Rs. 216/- in Karagani to a minimum of Rs. 35/- in Umbargaon. The Village Servants hardly got more than a nominal pay of one rupee per year besides the Inam they had.

Reserve Seats : There were no reserve seats either for women, Harijans or Muslims in any Panchayats.

Population and Land Revenue : As had been revealed in the matter of membership considerations, differences, in the population and land revenue of Panchayats had no bearing on the composition of the Panchayat membership.

B. Finance: (Table No.12).

Land Revenue : Theoretically, the whole of land revenue was considered to be at the disposal of the Village Panchayats. The amounts of land revenue collected in each village is shown in Table

No. 12, but the Taluka Samiti virtually monopolised all the village revenues. The Village Panchayats were entirely at the mercy of the Taluka Samiti to obtain whatever the Taluka Samiti could conveniently allow them to spend.

House Tax : In Dighanchi and Atpadi, the rate of house tax was 6 pies per beam in the house. In Aundh, it was 5 pies per beam, in Kundal, the rate was 9 pies. Hardly, 4 Panchayats and here too, those who were the head-quarters of the Taluka Samiti collected the house tax at 4 different rates. The rest of the Panchayats were not collecting any house tax at all.

Wheel Tax : In Atpadi, the tax was collected from carts that came into Panchayat area. In Kundal, separate accounts were not maintained to show how much was collected by way of wheel tax and how much by way of sanitation tax, but, both of them together came to Rs. 1500/- (Table No. 12). In Aundh, the average income from this source was Rs. 700/- per annum. The rates were 2 annas for every fresh cart entering the Panchayat area and 8 annas for every bus. The license for bus was reported to be Rs. 60 per year and for cart, it was Rs. 2 per annum.

Fair Tax : This was collected from shop vendors in Karagani, Aundh, Atpadi and Dighanchi but there did not seem to be any principle on which it was based.

Weekly Market Tax : Weekly markets were held in many Panchayats of Aundh like Kharsundi, Dighanchi, Ramapur, Bichud, but, nowhere were the market sites taxed except in Atpadi, where the income was about Rs. 800/ per annum. But, it was not based on any systematic basis.

Cattle Markets : In Karagani, a big cattle market was held every year and the Panchayat got Rs. 1000/- on the permits sold for the sale of bulls, cows, sheep etc. But the whole of the proceeds were credited to the Centre.

In Aundh, the sale certificates were sold in the cattle market. About 2000 animals and cows were the average weekly sales which might fetch about Rs. 2000/- but in January, the sales were said to be going up to an upper limit of 2 to 3 lakhs of rupees. The work of collecting the proceeds of sales certificates was auctioned to the contractors and the State got only the auction bid.

Cattle Pound : Atpadi got about Rs. 60 and Aundh about Rs. 30. None of the other Panchayats got this source of income.

Retail Bazar Tax : Atpadi Panchayat alone collected this tax and the income was about Rs. 300 per year. But, it was not on any regular basis.

Manure : Only Atpadi out of the selected Panchayats revealed this source of income at the rate of Rs. 40 per annum.

Tax on Playing Musical Instruments at Marriage : This was collected in Aundh alone which yielded about Rs. 350 per annum

C. Functions : (Table No. 13)

Note : Functions discussed below were both as indicated in the Table as well as from the facts found during the course of enquiry.

From a perusal of Table it would be clear how very few Panchayats like Atpadi, Kundal and Aundh, which were really Taluka head-quarters alone could afford to spend some of their resources for purposes of public welfare like roads, lighting, public latrines, etc. in addition to protecting the villagers from the acts of gangsterism in the days of the Patri Sarkar.

The figures of expenditure in the above table would illustrate the meagre work done by the Panchayats. The cause of their inability was the lack of any finance. Most of the funds were spent by the Taluka Samitis in the way they thought best and little or no discretion was left to the village Panchayats in the matter of spending the revenues they contributed. Only Ghanand, Ramapur and Alsand out of all the selected Panchayats in Aundh were revealed to be capable of undertaking some public works and incurring the necessary expenditure ; while other Panchayats were capable of accomplishing little, due to the circumstances in which they were placed. To appreciate their unhappy position we had only to look at the budgets of the Taluka Samitis which were the only working Panchayats with the resources of all the villages at their disposal. A glance at the Tables Nos. 14, 15 and 16 would make this clear.

In Aundh while the actual revenue was Rs. 28,000 the expenditure was revealed to be Rs. 42,279. The Taluka Samiti was responsible for the expenditure of Aundh Taluka as a whole. It included the cost of the entire administrative services within its jurisdiction. It was expected to meet the total cost of education, medical aid, pay of the police and revenue officers and of the judicial Secretary and the bailiff. (Table No. 14).

West Atpadi or Kharsundi had no separate Taluka Samiti Budget of its own available at the time of the inquiry. So the figures for

West Atpadi could not separately be had and the expenditure was for both East & West Atpadi. The revenue was Rs. 49,000 and the expenditure was Rs. 74,864. In Atpadi, the Taluka Samiti budget showed that it met the cost of local High School, Supervisor's Office, pay of the Physical Instructor, administrative costs of all the 45 Primary Schools in the taluka, medical departments, pay of village officers, servants and Taluka Samiti staff, police and several other miscellaneous items. The expenditure incurred in the execution of the Public Works for the whole taluka was only Rs. 2,169 and the sum allotted for the payment of Panchayat Secretaries was only Rs. 710 out of a budget of Rs. 74,864. (Table No. 15).

In Kundal, the total income was Rs. 56,525 and the expenditure was Rs. 1,01,400. Here the budget provided for the high school expenditure, vaccination department costs, the establishment charges of the Taluka Samiti, Judicial and Police Departments, temple expenses, costs of the school building and even the charges of sending a teacher for training. The money that was allotted to Gram Panchayats was Rs. 894 out of a budget of Rs. 1,01,400. Even that amount was intended to be spent for petrolling in the nights and not for any public amenities.

In the three Taluka Samiti Budgets, where the expenditure incurred exceeded the income, the difference was met with from the Central Exchequer.

After reviewing the functions of the Taluka Panchayats we had to examine the working of the village Panchayats. A glance at Table No. 13 will show that none of the Panchayats either in the " A " Category or " C " or " D " category whether they were senior, junior or sub-junior had been discharging either all or most of these functions. Panchayats with good finances and good working were called the " A " category Panchayats, with bad finances and good working " B " category, those with bad finances and not good working " C " category, and those with unsatisfactory working were classified as " D " category.

A Category Panchayats: Among the senior Panchayats Atpadi, Dighanchi, Kundal and Aundh, among the junior Kharsundi and among the sub-junior Ogalewadi and Kirloskarwadi were the foremost.

B Category Panchayats: There were no Panchayats of this category.

C Category Panchayats: Sonkari was the only senior Panchayat that came in this pattern. Nelkaranji was from among the junior

Panchayats. Vithalapur, Ghanaud, Ramapur and Bhavanipur were all sub-junior.

D. Category Panchayats : Gomewadi, Alsand, Shirasgaon and Bichud were senior Panchayats, Karagani and Chinchale were junior and Lingiwade, Rajewadi and Tadavale were the subjunior.

Establishment Charge : Only 5 out of the 24 Panchayats surveyed showed some expenditure on this item and out of these Aundh and Atpadi were Taluka Samitis which mainly incurred some expenditure on establishment. The other 3 small Panchayats of Alsand, Ramapur and even Kundal did not spend more than Rs. 25 per year under this head.

Clerical Establishment : None of the sampled Village Panchayats, except Atpadi had a clerk of its own.

Secretary : Only 2 Panchayats, Atpadi and Kundal had Secretaries of their own on a pay of Rs. 112 and Rs. 324 per annum respectively. The starting pay of the Secretary was Rs. 15 plus D. A. Rs. 12 p. m. Usually there was a Secretary for every 2 villages.

Road Repairs : Aundh in 'A', Ghanaud in 'C' and Alsand in 'D' Category were found to be spending some money under this item. In Atpadi, there were, maistry, 2 clerks and an engineer for Public Works, but, they had no funds to undertake any works Shirasgaon, Ghanaud and Dighanchi occasionally repaired their roads, but, by use of communal labour and not by spending the money of the Panchayat.

Public Buildings : Except Aundh and Atpadi, no other Panchayat was spending any money on maintenance or repairs to public buildings.

Public Works and Construction of Roads : Most of the Panchayats were not able to spend any money on construction of new roads. Left to themselves, the members of the Panchayat and the enthusiastic local public laid down roads and constructed buildings in some of the Panchayats, voluntarily contributing their communal labour. Aundh alone was able to devote some attention to repairs of culverts, Dharmashalas and construction of a Chavadi. Kharsundi, a junior Panchayat had constructed a 7 mile bus road and a public building by its own voluntary aid besides digging 2 wells for Mahars for water supply. In Ogalewadi and Kirloskarwadi all the facilities were provided by the factory managements, and not by the Panchayat.

In the 'D' category Panchayat where finances and possibilities for any public works were nil, the work was done by means of communal labour. Gomewadi was found to be repairing its roads and school building, constructing jharas for water in the summer and a *talim* for the Indian exercises like wrestling, boxing, etc. for the villagers. Vithalapur had constructed most of its roads by communal labour alone. Shirasgaon went further than constructing its own internal roads. It had laid a long road, joining itself with Sonkari by "Samudayik" labour, repaired an old temple and constructed a new one. Sonkari, emulating its example, took to repairing of its own roads and enlarging its school building by adding 2 more verandahs by free collective labour. Bichud was another good example of a panchayat where several public works were done by voluntary effort, e. g. construction and repair of roads, dam construction, irrigation works, construction of a godown for storing of grain, raising of a *talim* for boxing and wrestling, constructing a common house for Harijans, etc. Of all the village Panchayats that had executed their public works by communal labour Ghanaud was an excellent example, where the villagers had made a road 7 miles long, by sending peasants from different parts of the village and neighbouring villages every Friday for 10 hours. They had also proposed to construct a temple, a school and public Chavad for the village by the same means. In Ramapur, another neighbouring Panchayat, road repairs, construction of a *talim* and school building were all done by communal labour. Bhavanipur too executed its public works by the same means.

Gutters : Only Atpadi had been doing some work in this connection.

Lighting : In Aundh, there was electricity. In Kundal, the number of lights formerly was reported to be 25, but, at the time of the inquiry there were only 15 lamps. Atpadi too was said to be having 24 lamps, but, they were not in use at the time of our inquiry. Other Panchayats were not able to afford this facility.

Fair Management : Atpadi and Aundh were managing the fairs conducted in their locality. Kharsundi also helped the management of a fair in the month of *Chaitra* every year. In Atpadi, a big cattle fair was held annually when the Panchayat collected taxes at the rate of 6 annas for every animal sold, at the rate of 2 annas for every cart, and 1 anna per goat, horse or sheep.

Water Supply : Atpadi, Ghanaud and Kundal were spending yearly for the provision of water supply to the villagers. In

villages, where there were no regular water facilities, Panchayats were found to be constructing jharas in the riverbed, and wherever necessary, separately for the Harijans and Mahars and Brahmins, as in Kundal and in Sonkari. In Nelkaranji, water supply was only from the brook and in summer, scarcity was very acute. Some jharas were constructed in the spring separately for the Harijans and Mahars. In Shirasgaon, the only source of water supply was the well of a private family. In Alsand, there were only 2 wells for drinking water, while the remaining 88 wells were fit for washing animals. For Mahars, there was no separate well and they had to draw water from the brook.

Public Health and Medical Aid : There was universal complaint from all the Panchayats that there were no facilities for adequate public health and medical help. Only the Taluka Samiti headquarters like Atpadi, Kundal and Aundh had some provision by way of dispensaries. In Dighanchi there was an Ayurvedic dispensary, with a Doctor visiting the place once a week. Veterinary aid was totally absent for the most part except the only Dispensary which was at Bichud and even that was not a first rate one. Very often people had to take their sick cattle either to Visa in Satara or Sangola in Sholapur.

Protection to the Villagers : Karagani, Ramapur and Alsand were spending Rs. 15/- each for petrolling in the nights, while other Panchayats were discharging this duty free.

Public Sanitation : Aundh and Atpadi alone seemed to be paying some systematic attention to this obligation by way of sweeping roads, market sites in the daily and weekly markets, etc. In Kundal, Kharsundi, Nelkaranji and Shirasgaon, the roads and markets were cleaned only once a week i. e. on the market day. In other Panchayats, there was no provision for street sweeping at all.

Public and Private Latrines : In Aundh, there were 4 public latrines but, they were never properly used. Atpadi had under consideration a scheme to construct 12 public latrines for men and women. None of the other Panchayats had made this provision.

Library and Reading Room : In Aundh, there was a public library with a grant of Rs. 25/- per year. Kharsundi was contributing to its library. Sonkari was getting the daily newspapers and also was helping to run the Local Library. The other Panchayats were not in a position to do anything in this matter.

Ration Shop : Aundh, Kundal and Ghanaud Panchayats took up the task of distributing ration cards, while the actual distribution of ration was entrusted to the local merchant association. Other Panchayats were not keen to do this work. Ghanaud purchased a breeding bull for the village from the profits of the ration shop.

Devasthan Repairs : Panchayats like Aundh, Dighanchi, Kundal, Atpadi and among the smaller Panchayats, Gomewadi appeared to be able to look to the management of the Devasthan funds and supervise their management. In Gomewadi, there was a separate Devasthan Panch, to look to temple affairs.

Plantation of Trees : Aundh alone was interested in the matter.

Education and Supervision : The village schools in the Aundh State had their own curriculum and generally worked from 7-30 A. M. to 11 A. M. and 2 P. M. to 5 P. M. The school used to begin with Suryanamaskars, recitation of Bhagwatgita by the pupils, spinning and then the usual daily classes. Usually, the schools were closed in the agricultural season and opened in the summer as most of the boys came from agricultural families and went to the fields to help their parents.

There were 85 primary schools, but, most of them had very bad housing accommodation. Most of them were placed in village chavadis, or temples or public buildings.

The scales of pay of trained teachers who were Vernacular Final was from Rs. 25/- to Rs. 50/- and of untrained, Rs. 15/- to Rs. 30/-. These scales were revised as Rs. 25/- to Rs. 35/- and Rs. 12/- to 25/- with a Dearness Allowance of Rs. 8/- per month.

Atpadi, Aundh and Kundal alone had high schools.

In Atpadi, the high school was started only two years back and the boys used to come from Mhaswad, Khanapur, and other Talukas of Satara, from Sholapur and Malsiras in Sholapur. Though half of the strength was from outside, it was a great asset to the locality.

In Aundh, there was a high school since 1914 with 12 teachers out of which 6 were graduates.

In Kundal, the high school was started only in 1946.

Upto 4th Standard all school education was free. Thus from English 1st Standard fees were charged.

The fees for the several standards were reported to be as follows :

Rs. 2—0—0	for Matric.
Re. 1—12—0	for 6th Standard.
Re. 1—8—0	for 5th Standard.
Re. 1—4—0	for 4th Standard.
Re. 1—0—0	for 3rd Standard.
Re. 0—12—0	for 2nd Standard.
Re. 0—8—0	for 1st Standard.

Only Harijans were exempted from paying tuition fees. There was no exemption even for girls. The time of school was from 11 A. M. to 5 P. M.

The Taluka Samiti used to pay the teachers and bear all the recurring expenditure.

There were also four night schools in Kundal which were working from 9 P. M. to 10 P. M. They were intended mostly for the agriculturists.

Supervision of the Panchayat schools was done by some Panchayats as Aundh, Dighanchi, Kundal, Sonkari, Nelkaranji and Gomewadi. Bichud had started collecting funds for starting a High School, as there was no school for about 20 to 22 villages in the neighbourhood.

Other Panchayats were not capable of doing anything in this connection.

20. Committees and Meetings : The work of the Panchayat was done through sub-committees in some places. In Aundh, there were 2 sub-committees : Fair Committee and Sanitation Committee. In Dighanchi, there were 2 committees : Committee of 3 men and a Fair Committee of 9 men, besides the Nyayasabha. In Kundal, there were no sub-committees. In Kharsundi, Panchayat meetings were said to be held every 3 weeks and the quorum was said to be satisfactory. In other Panchayats, there were no sub-committees to divide and share the work.

Administration of Justice :

Ever since the inauguration of the Constitution of 1939, administration of justice by Panchayats and their civil working were both synonymous. The Village Panchayats were also the Nyayasabbas.

Benches with 1st Class Powers : Panchayats like Palaskhel, Kharsundi, Kirloskarwadi, Aundh and Ogalewadi in 'A' Category and Alsand in 'C' Category had 1st class powers.

Benches with 2nd Class Powers : Nelkaranji, Ghanaud Ramapur, Shirasgaon and Bichud, from 'C' Category and Lingiware from 'D' Category had 2nd class powers.

Benches with 3rd Class Powers : Atpadi and Dighanchi from 'A' Category Vithalapur, Umbargaon, Gomewadi, Bhawanipur from 'C' Category, Rajewadi, Tadavale, Karagani and Sonkari from 'D' Category had 2nd class powers.

Thus it could be seen that the grant of 1st, 2nd and 3rd Class Bench Powers to the Nyayasabhas, was based on criteria like their ability to settle disputes amicably due to long experience rather than the index of their administrative calibre. Panchayats which were in 'A' category as regards their administrative capacity were having 3rd Class Powers, while Panchayats which by their administrative capacity were in the 'C' category, were able to obtain 1st Class Powers, as Nyayasabhas.

A. Benches with 1st Class Powers :

Kundal which was having 3rd Class Powers for the previous 6 years was given 1st Class Powers in 1943. It was a Taluka Panchayat and had a sub-judge too. It was an experienced Nyayasabha with a Sarpanch of 15 years standing therein. Two other members were for 9 years and 6 years. The general report about its administration of justice was one of fair trial. Half the cases were compromised. In 1945-46, the number of civil suits was 12 and the number of criminal suits 7. The judge had decided about 25 cases and the Village Bench about 12 cases. Only 2 appeals from it were reported to have gone to the High Court out of which one was confirmed and the other was revised.

Aundh was the next important Taluka Samiti enjoying 1st Class Powers. There was also the High Court with the Chief Judge. The average litigation was to the extent of 20 civil suits and 15 criminal suits per year till 1942, there was an increase in litigation due to fraud in weights and measures. In 1941-42, 47 meetings were held out of which, 42 were attended by the Nyayasabha Sarpanch. The ordinary work in Aundh Nyayasabha was varying from Rs. 10/- to Rs. 500/-.

The other Panchayats with 1st Class Powers did not have much work.

B. Benches with 2nd Class Powers :

Nelkaranji Panchayat received 2nd Class Powers in 1942 but, soon the powers were increased from 2nd to 1st Class. There were 3 civil and 1 criminal suits annually and most of the cases were compromised. In 1945-46, one criminal case and 4 civil suits were tried. Three were compromised and one was decided without appeal. The rest of the Nyayasabhas with 2nd Class Powers were sub-juniors, but, still their work as regards administration of justice was considered to be satisfactory. In many of these Nyayasabhas, there was not much or sometimes practically no work at all. In Lingiware, there were only 2 cases in 7 years. In Bhavanipur, Ghanaud and Umbargaon there was never any case at all. Tadavale had some civil and criminal cases, but they were usually compromised.

C. Benches with 3rd Class Powers :

Though Atpadi was a Taluka Panchayat, the Powers enjoyed by it were only 3rd Class. The village factions made it difficult for the villagers to bring their suits without fear before the Panchayat. Here was a sub-judge, who was touring the villages to help them in the decision of their disputes, besides settling the disputes at the headquarters of the Taluka Samiti.

Dighanchi again was another senior Panchayat with experienced members in it, who were continuing for the last 20 to 25 years. Judicial Bench was in existence from 1946. Civil suits upto Rs. 100 and criminal suits upto Rs. 10 were to be disposed off by the Village Bench. In 1939, civil and criminal powers were bestowed on this Panchayat as on many other Panchayats in the State, 3rd Class Magisterial Powers and powers to decide cases upto Rs. 100 entirely by the Panchayat and with the Judge upto Rs. 500/- were considered to be the limits of its jurisdiction. The Sub-Judge at Atpadi used to go to this Nyayasabha once in a month and stay for 2 or 3 days for finishing the work, as the cases upto the value of Rs. 5000/- were very few. Here none of the cases were compromised. Not more than one appeal went to the Chief Justice for reconsideration from 1941 and even in that case, the decision of the lower court was upheld.

In Sonkari, there was neither civil nor criminal work. In Karagani, there were annually about 10 civil suits and criminal cases. About 80% of the cases were compromised. Civil suits upto the value of Rs. 500/- were taken up at the time of the Sub-Judge's visit to the village, so that the cases may be decided in his presence. Sometimes, in his absence too, the Panchayats were deciding cases upto the value of Rs. 500 to Rs. 1000.

Administration of justice remained a more important duty than the functional aspect of village Panchayats. The Sub-Judges were trained officers. They were also itinerant officers going about the villages. The Judicial Secretaries too were given some systematic training. Their business was? To accept suits from the Panchayats, 2. issuing summons, 3. taking the written statements of the defendants and helping in doing the routine work, 4. taking down judgments, 5. maintenance of judicial records, and 6. to be always subordinate to the Panchayat and the Judge in the work of the administration of justice in the village. They were appointed by the Sirnyadhisha (Civil Judge) who also decided their service conditions like permanency, promotion, retirement and pension. The judicial decisions that were usually submitted for the decision of the Village Benches were of 3 varieties: 1. Cases to be decided only by the Panchayat; 2. Cases to be decided with the aid of the Panchayat by the Judge. 3. and cases to be decided by the judge alone i. e. cases under Motor Vehicle Tax, Abkari, Defence of India, Cattle Trespass, Weights and Measures, etc. Acts.

The Panchayat sitting as Nyayasabha could settle disputes upto Rs. 500 and with the presence of a Sub-judge civil cases upto Rs. 5,000, while in criminal cases 2nd Class Magisterial Power could be used.

Besides this, the Judicial Officers went from village to village to help Panchayats in matters of their judicial decisions. According to a convention, the Judges were to be bound by the verdict of the Panchayat on question of fact, but, in practice this was not always observed. Decisions were to be given on the spot as the original idea was to provide cheap and speedy justice to the villagers.

Table No. 17 gives an idea of the work done by the Nyayasabhas

The judgments given by either the Nyayasabhas or Nyayasabhas with Nyayadhisha or by Nyayadhisha were appealable. In cases where the parties felt that adequate justice was not done to them, appeals were allowed to the Sirnyadhisha. The Chief Justice sometimes called a case for further hearing and used to revise the judgment given by the Lower Court or confirm it if he found it alright.

The High Court was an independent body as there was complete separation of powers between the Judiciary and the Executive from 1939.

D. Supervision and Control: There was no provision for inspection of Panchayats through Village Panchayat Auditors or Panchayat Officers or any other supervising agency. At the time of the enquiry, it was reported that the Mamlatdar of Atpadi was asked to supervise the working of the Panchayats, in addition to his own work.

PART III

Observations

A. Structure: Every village was a Panchayat and vice versa. The membership of the Panchayat was 5 irrespective of the size of the population, income and the nature of administrative work. The Marathas were the dominant element in all the Panchayats. There were no reserved seats for Harijans, Muslims or women. The Village Patil was not an ex-officio member. Since the Panchayat was the governing body in the village, the Patil was considered to be a subordinate to the Panchayat and this situation was fraught with serious consequences if the hereditary officers like Patils and Kulkarnis refused to be subordinate to the Sarpanch or the Panchayat and refused their co-operation by not collecting the land revenue properly or in an instance of conflict of authority threw down the records and walked off. It was impossible for a changing body like the Panchayat to discharge these important duties with any tolerable efficiency. There were instances where the revenue was left uncollected and the whole machinery of administration was threatened with a deadlock, due to this serious lacuna in the Village Panchayat Act, as in excessive enthusiasm, proper attention was not paid to the position of the hereditary village officers and their servants as against the village Panchayat. This conflict could be resolved only by the personal intervention of the higher dignitaries of the State. To that extent, the Act was not able to work without contradictions and its influence on the administration of the State looked very precarious with the threat of continual strife from one quarter or other where there was a conflict between the Panchayat and the village officers. Their co-operation with the Panchayat would provide it also with the services of number of village servants as well as these hereditary officials. Much trouble could have been saved if they were not treated as inferiors to a changing body like the Panchayat.

B. Finance: Though land revenue was said to be entirely at the disposal of the Panchayat, the whole money was actually at the mercy of the Taluka Panchayat. The Village Panchayats

had little or no control in spending it. They had not even independent budgets of their own. None of the taxes authorised were obligatory. They were only optional with the result that they were not collected in the majority of Panchayats. In cases where house tax was collected, it was on such a very inconvenient and crude basis as the number of beams in the house, and not on its rental or capital value. In the matter of wheel tax, no separate accounts were available and as such nothing was known as to the basis on which it was imposed. Same was the position in the case of fair tax, weekly market tax, cattle market and retail bazar tax. Cattle pound which ought to be a regular source of income was not tapped in many of the Panchayats. There were other sources like retail bazar tax, income from sale of manure, tax on playing musical instruments at marriage ceremony which were not being collected in several Panchayats. Without any independent source of income or regular grants from the Taluka Samiti and the Centre, the state of Panchayats could not be expected to be better than what it had been.

C. Functions: Many of the Panchayats except the Taluka Samitis were not in a position to spend anything on establishment. There were no clerks in any of the Village Panchayats and even the Secretaries were for a group of villages and not for any single Panchayat. They were posted to serve in Panchayats without any previous training in their duties on a low salary of Rs. 15, and Rs. 12 as dearness allowance with the result that none of them knew how to maintain a minute-book or prepare a budget. Their official position was very anomalous as nothing was clear as to who should appoint them, who should pay them, and who should have the right to supervise and control their work. It was not clear whether they were under the control of the Panchayats or Taluka Samiti though in practice they were virtually under the control of the Panchayats and their fate depended on their mercies with guarantee or protection for their security in case of abuse of power by their superiors. Again, there was very little work for them to do in most of the Panchayats for want of finances. Very few Panchayats were able to get money for repair of roads or construction of the public buildings or making of new roads, while the majority of them had to depend on communal labour for these amenities. Lighting facilities too were a rarity and except in one or 2 Panchayats, none was able to afford this facility. In Atpadi and Kharsundi where annual fairs were held, the Panchayats derived benefit by way of collecting taxes, in return for the few sanitation facilities, they provided. Provision of water supply was a task beyond the capacity of the majority of the Panchayats and in

many cases, they were not able to do anything except providing water by digging Jharas, or constructing Adas in the stream and that too, by free communal labour. Public health facilities were conspicuous by their absence and sanitary and scavenging facilities were equally wanting; except in a few places. Though some of the Panchayats supervise the work of the local school, the majority of them were not able to go beyond buying the newspapers, as an effort to improve literacy or by way of help to the local library. Same was the case in the matter of Devasthan repairs or plantation of trees, where the work was done more by free communal labour, than by the funds of the Panchayat.

This was because of the utter inadequacy of the funds at their disposal and the absence of any regular programme of expenditure for them. In the existing state of affairs, they merely continued to be Panchayats, while in effect, they were not able to do anything.

Administration and Justice : Apart from the facts indicated in Table No. 17 regarding the decision of cases, it was gathered from the Nyayasabhas examined and from the Panchas interviewed that justice provided was neither cheap nor speedy nor of a high quality at all. Compromises were said to have been forced on the people by the members of the Panchayat, who exercised a lot of influence in the locality for good or bad. The Sir Nyayadhaksha and the sub-judges were having a close watch over the work of the several Nyayasabhas, but, the inherent defect of the system introduced was such that even with frequent, quick and proper supervision, neither the quality of the work, nor the speed of the turnover could have been satisfactory on the admission of the Chief Judge himself. From 1939-44, about 10 Panchayats gained by dint of their administrative experience 1st class magisterial powers, while 13 Panchayats gained 2nd class judicial powers. The rest of the Panchayats were left with powers to decide Civil Suits upto Rs. 500 and 3rd class magisterial powers. It was said that often undesirable compromises were forced on the parties. As none of the Panchayat members had any legal knowledge or training in the matter of deciding Civil or Criminal cases but, was vested with powers to decide suits upto the value of Rs. 500 and exercise 3rd class powers, they could not be expected to do proper justice always. Besides, they had their own petrified prejudices in the village public life. While there were 74 Nyayasabhas, there were only 4 subjudges, for the whole State, to decide cases, in the Taluka Headquarters and also to assist the Nyayasabhas in their jurisdiction. No preliminary check was ever

exercised by the subjudges or the Registrar over the nature of the cases that were generally filed in the village courts. There was no separate assortment of cases that should go before the village Nyayasabhas, village Nyayasabhas with judge, and with Nyayadhish alone. Hence, when there was no such clear cut distinction between the cases, the Panchayats could take up independently, and those that could be dealt with only in consultation with the judge, due to the intricacies involved there was nothing to prevent deciding of cases beyond their competence by the village bench for fear of betraying their lack of understanding in the matter, out of a faulty notion of prestige. Even though there was provision for appeal, the contending parties were afraid of going in appeal for fear of drastically adverse local repercussions due to the village quarrels and party strife. This danger of indiscriminate sanction of jurisdiction to the untrained and ignorant villagers coming into village Panchayats was more than substantiated by their grievous misdeeds, excessive indulgence of authority, gross abuse or total inactivity. In Jambulne and Chinchale, no person was reported to come forward to serve on the Panchayat, since there had been a rural exodus to Bombay for work. In Atpadi taluka, at one place, a lady who was brought for trial before the Nyayasabha was badly molested by members in their over enthusiasm to exercise their magisterial powers; at another place the Panchayat members belonged to different sides in village politics and the Sarpanch was a big money-lender, who could be in the Panchayat only by virtue of his influence as a moneyed man and when he got the judicial powers which empowered him to sit in judgment over his poor clients, the gravest abuses of power were reported to have taken place; and in another, an offence under section 335 (dacoity) took place, where the Sarpanch was beaten by the goondas and some of the Panchas were charged by the police. When the magistrate was himself the accused, it was impossible to expect such people to be the dispensers of justice. In Kundal taluka the Sarpanch of one Panchayat fell a victim to the village politics, while the village Bench was a silent eye witness to the tragedy; and in another village an inquest of torture was held against the Panchayat when one of the members of the Panchayat was convicted of murder. While in a village of Aundh taluka the Sarpanch himself was the culprit and was sentenced to 3 years rigorous imprisonment. The powers of some of the Nyayasabhas were withdrawn for some time as a punishment, but, were revived again in great haste. In view of the terrible atrocities that were being perpetrated by the Village Panchayats in the name of Nyayasabhas, it was difficult to believe that the automatic granting of judicial powers

proved in any way beneficial to the villagers or the experiment was a success in any way. It would have been better if the experiment was slow and gradual.

D. Supervision and Control: The constitution of Aundh did not provide for any official inspection of Panchayats. The Village Panchayat and the Taluka Samiti were both independent units with no control from above. In the village, the Panchayat was considered to be the supreme authority above all other Government bodies with the pernicious consequence of antagonising the village officials and servants who, in a situation of difference of opinion between them and the Panchayat, paralysed administration by their non-cooperation as was already discussed.

The Taluka Samiti too was placed in a similar situation. The entire administrative Departments of the Taluka—Revenue, Police, Public Works, Judiciary, Education, and Communications—were all under the Taluka Samiti as regard to pay, control and supervision. There was nothing like protection for officials of integrity or a reasonable security of tenure. So far as the constitution of Aundh State was concerned, everything was said to have been done by convention. In practice, the officials were entirely at the mercy of the Taluka Samiti President and members. To incur their displeasure was to make their official existence extremely precarious. It looked as though there was no appeal for their complaints against the tyranny of the Taluka Samiti and it was very often revealed during the course of inquiry that unless the Taluka Samiti gave instructions to its officials to undertake a particular task, they were not bound to do it, even if the centre directed them. This had actually happened when the Central Authority desired a particular tax to be collected during the festival and credit it to the State Funds and also asked the police to keep order and peace, neither the Tax Collecting Agency nor the Local Police Officials did anything to respect the wishes of the Central Government, because those orders were not endorsed by the Taluka Samiti. They naturally feared to do anything which was not approved by the Taluka Samiti because they could not endanger their own official position by doing a thing unauthorised by the Taluka Samiti because, the State would not be able to come to their rescue in case of punishment by the Taluka Samiti.

Thus, the Village Panchayat and the Taluka Samiti began to enjoy virtual autonomy in their own sphere with perfect liberty to tyrannise over their officials and doing things as they liked, without the least fear of the Central Government. They could even defy

the orders of the Central Government as had already been illustrated. Thus, the actual working of the Constitution of Aundh had resulted in a series of conflicting jurisdictions, without any necessary linking up of all the tiers of authority with one another. From bottom to top, it was a loosely knit constitution in the set up of which none of the units could work properly or work without coming into conflict with each other. As there was no guarantee and protection for the officials, their position was constantly at stake.

Table No. 9—Village Panchayats in Aundha State with their Population and Revenue.

Name of Village	Popula- tion 1941	Revenue	Name of Village	Popula- tion 1941	Revenue
Atpadi Taluka			Rs.		
Atpadi	7,626	16,280	Karagani	4,638	4,083
Shetphale	1,870	5,440	Gomewadi	1,430	621
Pimpri Khurd	966	1,560	Baupuri	1,163	14,311
Bombewadi	428	1,175	Tadavale	730	850
Madgula	1,224	3,816	Neikaranji	2,040	4,870
Nimbavade	2,314	3,912	Hivtad	859	612
Dighanchi	3,760	6,950	Kharsundi	1,031	1,880
Umargaon	435	240	Valvan	807	1,713
Rajewadi	663	1,700	Chinchale	410	1,331
Lingiware	509	430	Ghansud	753	1,490
Vithalapur	830	2,810	Kamath	315	1,072
Kantuli	799	930	Jambhulni	300	1,540
Sherewadi	116	150	Pimpribudruk	762	2,036
Galwewadi	553	910	Gharniki	929	2,454
Avalai	668	930	Zare	1,528	3,286
Palaskhol	445	1,080	Vibhatwadi	777	829
Aundh Taluka			Rs.		
Aundh	4,423	3,460	Kundal	4,769	12,500
Kinbai	1,987	5,810	Kodoli	1,718	6,670
Korti	993	3,307	Alsand	1,388	5,707
Pargaon	462	937	Kapil	1,350	4,946
Saidapur	1,265	2,475	Dushere	1,399	4,236
Padli	303	1,600	Mann	937	4,121
Viravade	493	3,500	Bichud	1,493	3,667
Ghonsi	419	1,600	Gondi	790	3,485
Chikhalhol	901	2,210	Ramapur	872	3,145
Vayhapur	1,127	3,930	Sonkati	1,162	1,219
Belavade	426	1,654	Shirasgaon	870	1,794
Ogalewadi	...	...	Kirloskarwadi	...	...
			Bhavanipur	1,164	1,434
Rs.			Gundal Taluka		
Kotyal	1,200	5,400	Gundal	1,064	1,830
Hangari	987	3,760	Boblad	431	2,850
Shirbur	424	3,140	Takkalaki	942	1,530
Kengalgutti	448	2,440	Hubnur	512	770
Kanbur	471	2,150	Dhanargi	763	2,518
Galgale	390	900	Lohgaon	882	2,310
Hosur	363	2,970	Bolchikalaki	439	1,380
Jamgi	282	1,750	Nandyal	260	1,250

Table No. 10—Constitutional Aspects of Selected Panchayats in Aundh State

Name of Village	Taluka	Act under which constituted	Category	Judicial Class	No. of Members		Brahmins	Marathas and others	Committees	Ex-officio	Reserved Seats	Population	Revenue Rs.
					Permanent	Reser-ved							
Atpadi	Atpadi	1925	A	3rd	5	2	1	4	1	Nil	Nil	7636	16280
Dighanchi	do	1921	A	3rd	5	2	1	4	3	...	...	3760	6950
Vithalapur	do	1939	O	3rd	5	2	...	5	...	...	...	830	2810
Palaskhel	do	1939	A	1st	5	2	...	5	...	...	...	445	1080
Linglwara	do	1939	D	2nd	5	2	...	5	...	...	...	509	430
Rajewadi	do	1939	D	3rd	5	2	...	5	...	...	...	663	1700
Tadavale	do	1939	D	3rd	5	2	...	5	...	...	...	730	850
Umbargaon	do	1939	C	3rd	5	2	...	5	...	...	...	435	240
Gomewadi	Kharsundi	1921	C	3rd	5	2	5	...	...	...	...	1430	621
Nelkaranji	do	1930	C	2nd	5	2	...	5	...	...	...	2040	4870
Kharsundi	do	1930	A	1st	5	2	...	5	...	...	...	1031	1880
Ghanaud	do	1939	C	2nd	5	2	...	5	...	...	...	753	1490
Obinchale	do	1930	D	3rd	5	2	...	...	...	...	...	410	1331
Karagani	do	1930	D	3rd	5	2	1	4	...	...	...	4638	4083
Kundal	Kundal	1916	A	1st	5	2	...	5	...	...	...	4769	12500
Alsand	do	1920	C	1st	5	2	1	4	...	...	...	1388	5707
Ramapur	do	1939	O	2nd	5	2	...	5	...	...	...	872	3145
Shirasaon	do	1909	O	2nd	5	2	1	4	...	...	...	870	1794
Sonkari	do	1920	C	3rd	5	2	...	5	...	...	...	1162	1219
Kirloskarwadi	do	1939	A	1st	5	2	1	4	...	...	...	—	—
Biohud	do	1918	O	2nd	5	2	...	5	...	...	...	1493	3667
Bhavanipur	do	1939	C	3rd	5	2	1	4	...	...	...	1163	1434
Aundh	Aundh	1920	A	1st	5	2	2	3	2	...	...	4423	3460
Ogalewadi	do	1939	A	1st	5	2	1	4	—	—

Table No. 11—Salaries of Village Servants in Aundh State, 1945-46

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Name of Village	Taluka	Patil		Kulkarni		Mahar		Ramoshi		Taral		Jaglla		Rakha-waldara	
		No.	Rs.	No.	Rs.	No.	Rs.	No.	Rs.	No.	Rs.	No.	Rs.	No.	Rs.
Atpadi	Atpadi	2	66	2	150	6	...	...	...	...	...	...	...	...	...
Dighanchi	do	2	72*	1	180*	16	...	8	1	2	1	...	...	8	1
Vithalapur	do	2	37*	2	90*	4	...	4	...	1	1	...	...	4	...
Paluskhel	do	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Lingivare	do	1	35*	1	72*	4	...	4	...	1	1	...	...	4	...
Rajewadi	do	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Tadavale	do	2	23*	1	44*	...	...	...	...	...	...	...	...	...	...
Umbargaon	do	2	11*	1	35*	4	...	2	...	1	1	...	...	...	...
Gomewadi	Kharsundi	1	48*	1	96*	8	...	4	...	...	...	...	...	4	...
Nelkaranji	do	1	75*	1	100*	8	...	4	...	...	...	...	...	4	...
Kharsundi	do	2	24*	1	72*	8	1	2	...	2	2	...	...	...	...
Ghansud	do	2	27*	1	56*	4	...	...	...	...	...	...	...	...	...
Chinohale	do	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Karagani	do	2	55*	2	216*	...	...	8	...	1	...	...	...	8	...
Kundal	Kundal	2	100	2	120	16	...	6	...	1	...	2	...	6	...
Alsand	do	2	45*	1	150*	8	...	3	9½	1	...	1	...	6	...
Ramapur	do	2	45	1	100	8	...	2	...	1	...	1	...	...	...
Shirasgaon	do	2	29*	1	83	9	...	4	...	3	1	...	...	3	...
Sonkari	do	2	28	1	100	...	...	8	1	1	1	1	...	2	...
Bichud	do	2	70	1	140	2	2	1	2	2	2	12	2
Bhavanipur †	do
Kirloskarwadi	do
Aundh	Aundh	2	100	2	180	5	...	1	...	1
Oglewadi	do

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Note:—All village servants had Inams often supplemented by cash remuneration per annum. The absence of the former is denoted by suffixing (*) to the latter which was the amount received by each.

† Work with Bichud Village Servants.

‡ The Works of Police and Revenue Patils were separately entrusted to one each wherever there were two. Otherwise they were done by one person only.

Table No. 12—Income of the Panchayats in Aundh 1945-46 (Rs.)

Sr. No.	Name of Village	Taluka	Land Revenue †	House Tax	Wheel Tax	Fair Tax	Weekly Market Tax	Cattle Market Tax
1	2	3	4	5	6	7	8	9
1	Atpadi ‡	Atpadi	16,280	400	1,000	1,000	800	...
2	Dighanchi	"	6,950	150	...	600	...	...
3	Vithalapur	"	2,810	...	...	...	...	...
4	Palaskhel	"	1,080	...	...	...	...	...
5	Lingware	"	430	...	...	...	...	...
6	Rajewadi	"	1,700	...	...	...	...	...
7	Tadavale	"	850	...	...	...	...	...
8	Umbargaon	"	240	...	...	...	...	...
9	Gomewadi	Kharsundi	621	...	...	...	...	...
10	Nelkaranji	"	4,870	...	...	...	...	...
11	Kharsundi	"	1,880	...	...	...	...	...
12	Ghanaud	"	1,490	...	...	...	...	...
13	Chinchale	"	1,331	...	...	...	...	...
14	Karagani	"	4,083	...	...	200	...	...
15	Kundal	Kundal	12,500	1,000	1,500*	...	...	...
16	Alsand	"	5,797	...	...	...	...	...
17	Ramapur	"	3,145	...	...	...	...	...
18	Shirasgaon	"	1,794	...	...	...	...	...
19	Sonkari	"	1,219	...	...	...	...	...
20	Bichud	"	3,667	...	...	...	...	...
21	Bhavanipur	"	1,434	...	...	...	...	...
22	Kirloskarwadi	"	...	...	...	...	...	...
23	Aundh ‡	Aundh	3,460	500	700	1,500	...	2,500
24	Ogalewadi	"	...	...	...	...	...	...

† Taluka Samiti attolled a small portion of the collection of Land Revenue to the Village Panchayat.

‡ Atpadi and Aundh alone had more sources of revenue. Atpadi used to get Rs. 60 from cattle pound, Rs. 300 from retail bazar tax and Rs. 40 from sale of manure. Aundh used to get Rs. 300 from conservancy tax, Rs. 2500 from cattle market, Rs. 175 from sale of sheep and goats, Rs. 30 from tax on Municipal residents and Rs. 30 from cattle pound. Karagani used also to get Rs. 1000 from cattle market tax. But this was passed on to the Centre.

* Including sanitary.

Table No. 13—Direct Expenditure of Village Panchayats in Aundh State, 1945-46 (Rs.)

Sr. No.	Name of village	Taluka	Category	Establishment Charges	Clerk	Secretary	Public Works Road Repairs	Public Building	New Road	Gutters	Bus or Motor Stands	Lighting	Sanitation	Scavengers	Sweepers	Fair	Contingencies	Public Latrines	Private Latrines	Water Supply	Education	Laboratory	Medical	Veterinal	Clay	Night Watch	Temple	Sevants' Dress	Dead Stock	Miscellaneous	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
1	Atpadi	Atpadi	A	100	19	112	...	100	...	250	...	300	...	...	...	200	100	...	...	50	...	...	50	...	...	...	...	20	50	100
2	Dighanohi	do	A	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
3	Vithalapur	do	O	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
4	Palaskhel	do	A	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
5	Lingware	do	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
6	Rajewadi	do	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
7	Tadavale	do	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
8	Umbargaon	do	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
9	Kharsundi	Kharsundi	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
10	Nelkaranji	do	C	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
11	Kharsundi	do	A	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
12	Ghausud	do	C	...	...	...	125	...	...	...	...	...	...	...	...	...	...	...	...	...	20	...	...	...	...	...	25	...	...	...
13	Chinohale	do	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
14	Karagani	do	D	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	15	100	...	...	...	...
15	Alsand	Kundal	D	25	...	...	200	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	15	71	...	...	...	...
16	Ramapur	do	D	25	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	15	...	...	...	...	...
17	Kundal	do	D	25	...	224	...	...	...	...	...	...	...	...	...	...	...	...	...	600	800	...	...	...	...	...	...	...	...	...
18	Shirasgaon	do	D
19	Sonkarj	do	D
20	Bihud	do	D
21	Bhavanipur	do	O
22	Kirloskarwadi	do	A
23	Aundh	Aundh	A	2371	152	196	290	...	362	752	370	1010
24	Ogalewadi	do	A

Table No. 14—Budget of Aundh Taluka Samiti 1945-46

Income	Rs.	Expenditure	Rs.
Land Revenue	28000	Education	16678
Grant from the Centre	7065	Medical aid including Ayurvedic Dispensary Rs. 816/-	1780
Dearness Allowance Grant	3184	Aundh Central Hospital	5353
Public Works Grant	4000	Taluka Police	6842
School Fees	30	Taluka Samiti Office Revenue	
		Officials and Panchayats	4729
		Judicial Secretary and Bailiff	1840
		Public Works	4550
		Unforeseen	507
		Total Expenditure	42279
		Actual revenue for 13 villages	28000
	42279	Borne by the Centre Rs.	14279

Table No. 15—Budget of Atpadi Taluka Samiti 1945-46

Income	Rs.	Expenditure	Rs.
Land Revenue	49000	High School at Atpadi	6700
Arrears of previous year	37000	Supervisor's Office	741
Fluctuating Incomes	1000	Physical Instructor	259
		45 Primary Schools	16274
		Medical Dept. at Atpadi	3229
		Dighanchi Dispensary	300
		Vaccination	847
		Central Hospital Atpadi bldg. charges	8678
		Public works roads and wells	2169
		Taluka Samiti Office	3890
		Grama Panchayat and Nyaya Sabha Secretaries	710
		Revenue Department	2766
		Village Servants	11384
		Police	5139
		Advances	11778
	Rs. 87000	Total Expenditure	Rs. 74864

Table No. 16—Budget of Kundal Taluka Samiti 1945-46

Income	Rs.	Expenditure	Rs.
Land Revenue	55000	High School Expenditure	21708
High School Fees	1500	Medical services	14613
Dispensary Fees	25	Vaccination charges	9323
		Taluka Samiti Establishment	4971
		Judicial Department	3158
		Temple expenses	2000
		Police Establishment	9756
		Revenue Establishment	14891
		Grama Panchayat Petrolling Charges in the Nights	894
		Arrears of previous budget	6800
		B.T.Training: to send Teachers to	600
		General Contingencies	688
		Kundal School Building	8000
		Public Works for the whole Taluka	4000
		Total Expenditure	Rs. 101400
	Rs. 56525		

Table No. 17—Comparative Data on Civil Suits in the Sub-Courts.

Name of the Taluka	Arrears			New Filings			Disposals			Pending			Percentage of Disposals		
	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone
Aundh	3	24	9	12	22	11	10	27	7	5	19	13	66.6	58.8	35
Kundal	22	26	8	42	43	6	47	50	11	17	29	3	74.5	62.5	78.5
Atpadi	34	54	20	61	56	106	70	71	55	25	36	71	73.6	64.6	43.7
Gundal	12	16	0	16	2	1	24	11	1	4	7	0	85.8	61.1	109
TOTAL...	238			378			384			232			62.34		
Aundh	5	19	13	81	41	0	18	27	10	8	33	3	65.4	45	76.9
Kundal	17	39	3	30	45	10	33	33	8	14	41	5	70.2	44.6	61.5
Atpadi	35	39	71	76	75	78	69	50	133	32	64	16	70	43.8	42.0
Gundal	4	7	0	8	9	0	7	9	0	5	7	0	58.3	56.2	...
TOTAL...	258			395			397			226			61.36		

(Source : Administration Report of Justice in Aundh State by the Chief Judge N. S. Joshi, B. A., LL. B., for 1943-44).

Comparative Data on Criminal Work in Sub-Courts

Name of the Taluka	Arrears			New Filings			Disposals			Pending			Percentage of Disposals		
	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone	N. S.	N. S. with N.	N. alone
						1943-43									
Aundh	5	6	3	27	18	19	22	17	15	10	7	7	68.8	70.8	68.2
Kundal	6	9	10	12	30	14	14	27	19	4	12	5	77.8	67.5	79.2
Atpadi	11	15	17	24	25	76	27	28	56	8	12	37	80	70	50.2
Gundal	1	1	1	6	12	4	6	11	4	1	2	1	85.7	84.6	80
TOTAL		85			267			246			106			69.89	
						1943-44									
Aundh	10	7	7	25	13	15	31	14	18	4	6	4	88.6	70	81.6
Kundal	4	12	5	12	9	20	12	15	23	4	6	2	75	71.4	92
Atpadi	8	12	37	32	46	83	23	29	109	17	29	11	57.5	50	90.8
Gundal	1	2	1	14	15	5	13	13	6	2	4	0	86.7	76.5	100
TOTAL		106			289			306			89			77.47	

N. S. — means Nyayasabhas.

N. S. — with N. Means Nyayasabha with the help of Nyayadhisha.

N. alone — means Nyayadhisha alone.

CHAPTER IV

Structure and Working of Panchayats in Madras

Section I: Village Panchayats in Madras

PART I

Administrative and Legislative Position of Village Panchayats on the Eve of the Enquiry

The idea of reviving the age old Panchayats in Madras got a momentum from the time of the Royal Commission on Decentralization. A Committee called the Local Self Government Committee, composed of officials and non-officials, was appointed in 1882. As a result of the recommendations of this Committee, the Local Boards Act of 1884 was passed recognizing the village as the unit of administration and authorising the formation of village unions in villages of more than 3000 population and Panchayats in villages with population of 3000 or less with permissive powers and limited authority for taxation. But, these unions could not be very popular as there was a division of loyalties and conflict of jurisdictions. The people were reluctant to pay taxes, without adequate returns, while the unions continued to be mere tax-collecting agencies without providing any amenities like village sanitation or education. Their inability to provide any facilities raised doubts as to the ability of Panchayats or unions to hold their own. This made the task of the succeeding legislators extremely difficult. No definite action was taken on the recommendation of the Royal Commission on Decentralization for a long time. In 1915, the Government of India resolution was passed favouring formation of Panchayats in selected areas with permissible powers and limited authority in matters of taxation. Unions were formed in villages with more than 3000 population and informal Panchayats in villages with population of 3000 or less. Still, the number of unions did not increase very much. By 1916-17, the number was only 464 and went up to 527 in 1920-21. As the unions had no tax collecting authority they had to depend on their abilities to persuade the villagers to pay them some taxes for undertaking any works of public benefit. Neither the Provincial Government nor the Local Boards gave them any contributions. In the contest of such discouraging circumstances all round, the unions could not make much headway. After the Montague

Chelmsford Reforms in 1919, the Local Self-Government became a provincial subject. The Madras Village Panchayat Act was passed in 1920, with functions of 1. construction and maintenance of roads, villages and bridges, buildings; 2. lighting of streets; 3. construction of drains; 4. cleaning of streets, removing of prickly pear, construction of latrines, construction, maintenance and repair of burning and burial grounds; 5. sinking wells and making bathing ghats; 6. control of cattle stands, and thrashing floors; 7. Control of rest houses; 8. extension of village sites; 9 enforcement of vaccination; 10. registration of births and deaths; 11. maintenance of latrines; 12. construction of pounds; and 13. maintenance of other public utility services, delegated powers from Local Boards such as control over markets and cart-stands, control of fisheries, establishment and maintenance of village schools, provision of medical relief, etc.

As the legislation of 1920 was only an enabling one, and not a compulsory measure, village Panchayats could not make much headway. By the end of 1924-25, their number was only 579, but, later on they were able to make progress, because of the appointment of a Registrar-General of Panchayats. Mr. N. Gopalswami Iyengar was the first Registrar-General, and he was rightly regarded as the father of the modern Panchayat Movement in Madras. The development of Panchayats during this period had to depend mostly on the efforts of honorary organisers as there was no regular subordinate supervisory staff under the Registrar-General. This Act fixed the age limit of a voter at 25 and prescribed 7 to 15 members to a Panchayat. It did not provide for any reservation of seats to minorities or for ex-officio membership of the village officials. Even on the testimony of their administration reports there were no regular meetings in several Panchayats. Most of them had not even establishments of their own. Often, the President of the Panchayat used to do all the clerical work. But all the same, the period from 1920 to 1930 was considered to be the Golden Age of Panchayats, in Madras. The number of Panchayats increased from 579 in 1924-25 to 4,479 in 1931-32.

There were certain inherent defects in the Madras Village Panchayats Act of 1920, which hindered their progress. Functions like the removal of noxious plants from village sites, performance of kudimaramat work, distribution of water, the maintenance of watch over-crops, sanitation and conservancy, repairs of drinking water services and provision of educational facilities, control over village artisans, etc. were entrusted to them (Sec. 12). But their

financial position was very precarious (Sec. 25). The Act did not provide for any compulsory taxes, though many sources were suggested. Most of the Panchayats depended on collections from marriages, kolagaram taxes, taxes on artisans and loans, oil-mills, factories, rice mills, market fees and collections from temporary stalls and festivals etc. No coercion in the matter of these collections was ever allowed. The Registrar-General of Panchayats was in charge of supervision and control of these bodies.

The position was changed in 1930 with the passing of the Madras Local Boards Act. While the existing office of the Registrar-General of Panchayats was abolished, in its place the office of the Inspector of Local Boards and Municipal Councils was created with four Deputy Commissioners under him. For every district, a District Panchayat Officer and under him one or two Assistant Panchayat Officers were usually sanctioned.

A. Structure: With regard to the functions of the village Panchayat, there was no change. Even the electoral qualifications were the same as for the District Boards and Legislatures. Only the number of members was changed from 8 to 16 instead of from 7 to 15. But, even this had nothing to do with the proportion of local population in the village. Another change was the provision of reserve seats for Christians, Muslims and Harijans in the Panchayats. By section 49, a provision was made to supersede a Panchayat for one year or so, if its working was not satisfactory.

B. Finance: There was some improvement with regard to the resources of the Panchayat. From 1930, 1/6 of the land cess was granted to Panchayats and from 1934, the period of the abolition of the Taluka Boards, this was increased to 1/5. Besides this, there was provision for house tax, sales tax, profession tax, festival tax, Pilgrim tax, tax on cart-stands, bus stands, fishery rentals, grass sales proceeds, fees from public markets, slaughter houses, licences from D. N. O. trades, fairs and festivals, ferry rentals, warrant and distraint fees, magisterial fines, fines for encroachment, fees from Public Resort Act, Food Adulteration Act, Town Nuisance Act, as extended from the District Municipalities Act, etc. (Vide Schedule 4 of the M. L. B. Act of 1930). To these later on, were added the entertainment tax, stamp duties, registration surcharges, income from usufruct of avenues, scavenging fees, grants-in-aid of education, public health, medical help, libraries, water supply, and public works. For long time the land cess remained to

be the main source of income to Local Boards, mainly the District Boards and Panchayats.

Besides these, there were other non-tax receipts like fees for choultries, scavenging rates, rates on threshing floors, sale proceeds of rubbish, sweeping, manure, grass on tank beds, and vezel, duties on harvested fields, fisheries, silt in the river bed, etc. The village annual fund called "Samudayam" existed in the Tamil Villages. Then there were special taxes like Kolagram or Mahimai for measurement, Kudi maramat for irrigation purposes, octroi and sales tax of $5\frac{1}{8}\%$ on commodities, brought and sold in the village.

C. Functions : These were : 1. obligatory and 2. optional. (Sections 112, 115 and 121).

Obligatory : The obligatory functions of the Panchayats were mentioned in Schedule 5 of the M. L. B. Act of 1930. They were : (a) the construction and maintenance of public roads within the limits of the village other than the portion of the district, (a') the establishment and maintenance of choultries within the limits of the village, (b) the lighting of all public roads and public places, (c) the opening and maintenance of libraries, (d) the construction of drains and disposal of drainage water and sewage, (e) the cleansing of streets, the removal of rubbish heaps, jungle growth and prickly-pear, the filling in of unused wells, insanitary ponds, pools, ditches, pits or hollows and other improvements of the sanitary condition of the village, (f) the provision of public latrines and arrangements to cleanse latrines whether public or private, (g) the opening and maintenance of burial and burning grounds, (h) the sinking and repairing of wells, the excavation, repair and maintenance of ponds or tanks for supply of water for drinking, washing and bathing purposes and the construction of bathing ghats, (i) the opening and maintenance of public slaughter house, (j) the opening and maintenance of public markets, other than classified as District Board markets, (k) the control of fairs and festivals other than fairs and festivals of the District Boards, serving the needs of an area wider than the village, which were classified as fairs and festivals, (l) the opening and maintenance of centres of physical culture, and (m) the opening and maintenance of parks.

Optional Duties : These were : (a) the planting and preservation of avenues on all public roads in the village not being district roads, (b) the opening and maintenance of public landing places, halting places and cart-stands, (c) the control of

threshing floors, topes, and other porambokes used by the villagers in common, (d) the extension of village-sites and regulation of building, (f) the registration of births and deaths, (g) the control of pounds, (h) village protection, (i) improvement of agricultural stock and agriculture, (j) the promotion and encouragement of cottage industries, (k) the opening and maintenance of elementary schools, (l) the establishment and maintenance of Panchayat dispensaries, (m) gratuities to its officers and servants, (n) contribution to Joint Committee under Section 30 for any purpose in which the Panchayat is jointly interested and all other measures of public utility calculated to promote the safety, health, comfort or convenience of the inhabitants of the village, which are not included in any of the clauses relating to the District Board (vide Schedule 5 of the M. L. B. Act, 1930).

D. Supervision and Control : The Panchayats were to submit copies of their budgets to the District Board, to the Collector and to the Inspector of Local Boards at Madras. The District Board and the District Panchayat Officer were expected to scrutinise the several items of income and expenditure.

The District and Assistant Panchayat Officers were to supervise the working and report on their progress to the Inspector of Local Boards. The reports of the minutes of the meetings would be recorded and reported to the District Board. Whenever a Panchayat was not working properly, and continued to be in an unsatisfactory condition for long, Section 45-A provided for the supersession of that body for an year and sometimes to another six months, when the administration would be entrusted to a special officer.

In 1941, the advisory regime in Madras wanted to introduce some reform in the matter of Panchayats and as such prepared a bill with the following provisions :— 1. introduction of ex-officio membership of the village headman, who was also to be eligible for Presidentship, 2. creation of whole-time executive officers for major Panchayats and the appointment of Village Karanams as Honorary Executive Officers of minor Panchayats, 3. supervision and control of Panchayats by the District Collector, the Revenue Board being the co-ordinating body over the Collector, 4. compulsory levy of a house tax and an additional levy of 3 pies of land cess, and 5. provision for the appointment of a nominated Panchayat. A Committee was appointed to examine this bill. This advisory Committee reported that 1. the District Collector should be entirely divorced from Panchayat administration, 2. the Board of Revenue need have nothing to do with the Panchayats, and instead the post of a Registrar-General should

be created, 3. Panchayats should be created compulsorily in all villages in 5 years, 4. Village Officers should be precluded from Panchayats, though the headman might function as a temporary President for short periods in the absence of the President, 5. adult franchise for all men and women of 21 years of age and the system of ward division and voting by ballot should be introduced in all Panchayats, 6. only Panchayats with a normal income of Rs. 5000 and more should have whole-time paid executive officers, 7. the levy of house tax and vehicle tax should be made compulsory, but the proposed additional land cess of 3 pies should be optional, and 8. there should be no nominated Panchayats.

The only effect of this bill was an amendment that was introduced to the Madras Local Boards Act of 1920, by Act XIX of 1943, by which, whole-time executive officers had been appointed to all major Panchayats, and such of the minor Boards as had been notified by Government in this behalf. In April 1946, the Madras Village Panchayats Act of 1946 was published along the lines of the bill of 1941, with some modifications.

The power of Collector in the matter of supervision and control of Panchayats in the District was retained, though he was to function, subject to the control of the Registrar-General, who was to be the provincial supervising authority in the place of the Board of Revenue, originally provided in the Bill of 1941. The ex-officio membership of the Village Headman and his eligibility to exercise the presidential functions in the absence of the President or Vice-President through the Karanam as Honorary executive authority of the minor Panchayats, assigned in the Bill of 1941 was dropped out. The clauses for the Amendment Act of 1943 providing for the appointment of whole-time executive officers for notified Panchayats, had been incorporated in the new Act also. The provision made in the Bill of 1941 for nomination of members had been retained, though it was to be resorted to only in special circumstances, such as fraction or disorder in the village.

But this Act was kept in abeyance while the Congress Ministry were thinking of introducing a thoroughly new Act.

At the time of the survey in 1947, the Panchayats were being governed by the Madras Local Boards Act of 1930. There had been no elections since 1939. Only the old Panchayats were continuing in power.

PART II

Facts Revealed by the Survey

The Village Panchayats were in the grades according to their annual income. The 1st, 2nd and 3rd grade Panchayats, which were collectively called major Panchayats, had their annual income between Rs. 20,000 and Rs. 30,000; between Rs. 10,000 and Rs. 20,000; and between Rs. 5,000 and Rs. 10,000 respectively. Minor Panchayats had their annual income of Rs. 5,000 or less.

The villages selected for inquiry were the following :—

- (1) Anantpur District :—Brahmanayeleru; Bukkapatnam; Bukkarayasamudram; Dharmavaram, Gooty, Gorantala, Guntakal, Kadiri, Konakundal, Lepakshi, Penu Konda.
- (2) East Godavari District :—Alamuru; Amalapuram, Avidi, Balantram, Bodasakurru, Kapileswarapuram, Kothapeta, Mandapeta, Palivela, Pulletikurru, Ramchandra-puram, Razole, Tuni, Valluru, Venkatayapalem, Yeditha.
- (3) West Godavari District :—Achanta, Akividu, Aravalli, Attil, Bhimavaram, Ganapavaram, Gogoti, Inaparru, Itempudi, Kandavilli, Kovvur, Mukkamala, Narsapur, Nidadavol, Peatapadu, Penukonda, Palakoderu, Pittala Vomavaram, Tadepalligudam, Tanuku, Undi, Vasadi, Velpur.
- (4) Kishna District :—Gudur, Jaggayapet, Kantaram, Nuzvid, Pamaru, Pedana, Vuyyuru.
- (5) Kurnool District :—Betamcherla, Dhone, Gudur, Joharapuram, Kallur, Maddikera, Nandikotkur, Pattikonda, Veldurti.
- (6) Vizagapatam District :—Bayyavaram, Bhogapuram, Bobbili, Chodavaram, Chodavada, Gokavaram, Govada, K. Jagannadhapur, Kasimkot, Kothavalasa, Madugula, Parvatipuram, Pedabogila, Salur, Sitanagaram, Vadada, Yellamanchili.
- (7) Bellary District :—Kampli, Muddapur, Rayadrug.

The first six districts now form the part of the newly created State of Andhra and the last, of the Mysore State.

A. Structure : (Table No. 18)

Number of Members in the Panchayats : According to the Madras Local Boards Act of 1930, the minimum and maximum number of members for Panchayats were 8 and 16, but, these numbers were not based on any proportion to population. There was no uniformity of procedure in each grade or among the several grades in any district. The number varied from Panchayat to Panchayat of the same type in every district, as well as in the Panchayats of the several districts. Among the first grade Panchayats, while Tuni in East Godavari with a population of 13,053 had 16, Guntakal in Anantpur with its population of 36,000 had the same number ; in West Godavari, Panchayats like Bhimavaram and Narsapur with 32,000 and 30,000 population respectively had only 12 and 14 members respectively. Similarly among the second grade Panchayats, there was a difference in the number of members in the Panchayats of the same district as for instance, Ramachandrapuram and Mandapeta which had 14 and 16 members respectively with their local populations of 12,868 and 13,010 in each. The same disparity in number of members which bore no proportion to the local population of the Panchayats was revealed to be the universal feature of all third grade and minor Panchayats too.

Reserved Seats : Reserved seats had been provided in all the four types of Panchayats, for depressed classes, Muslims and Christians, but, all the three seats were not compulsorily reserved in every Panchayat. The number varied from Panchayat to Panchayat according to the proportion of that particular community in the local population. For instance while Tuni in the 1st grade, had reserved seats for depressed class communities and Christians, there was no reserve seat for Muslims ; while in West Godavari, Bhimavaram had reserved seats for Christians and Muslims ; Narsapur had reserved seats for all the three Communities. Similarly in the 2nd grade, 3rd grade and minor Panchayats, the practice varied from Panchayat to Panchayat.

Ex-officio Members : It was absent in the Panchayats in the Madras Presidency. Though this had been incorporated in the Panchayat Bill of 1941, it had been dropped from the Madras Panchayat Act of 1946, which did not come into force at the time of this inquiry.

Women Members : There were no women members in the Madras Panchayats. There was no provision for reservation of seats

for them as in the Bombay Village Panchayat Act. As such, few women came forward to contest in the Panchayat elections.

Method of Election : Method of election was by ballot in all the major Panchayats. Even in minor Panchayats, the elections were revealed to be by ballot as in Kapileswarapuram, Kothapeta, Avidi and by show of hands in Panchayats like Bodasakurru, Yeditha and Alamuru in East Godavari. But, in the majority of minor Panchayats, election was only by show of hands.

Wards and Hamlets : Representation of members by the several wards in the Panchayat and inclusion of several neighbouring hamlets in the Panchayat jurisdiction were revealed to be the universal features in all the Panchayats surveyed, irrespective of the grade to which they belonged. This revealed, the existence of a fair representative system of Panchayat membership from the several wards and hamlets.

Caste Composition of the Panchayats : It was revealed to be predominantly Non-Brahmins, in every district and in every grade.

Casual Vacant Seats : Casual vacancies arising in the major or minor Panchayats were generally intimated to the District Panchayat Officer, who on receipt of information went to conduct fresh elections for the seats. But, during the course of the survey some instances came to light, where such intimations were not duly given to the District Panchayat Officer and where consequently no fresh elections were held.

One Village-One Panchayat : This was the basis which was usually followed, but, there were also instances where joint Panchayats were found to be working well as in East Godavari and Kistna.

Supersession versus Nomination of Panchayat : Election versus nomination of the members of the Panchayats was a controversy that held the ground for a very long time in the discussions of the reform of Local Self-Government in Madras. Even in the Madras Panchayats Bill of 1941, it was contended that a nominated Panchayat was better than an elected one to eliminate friction, where there were contending parties in a village. The period of such bodies to be in power was from 1 to 3 years. This was a time when the Panchayat had to be dissolved for mal-administration and when a special officer had to be appointed for the purpose of carrying on the administration of the village. In practice, Panchayats when they proved unworkable were only superseded. They were not run by nominated members.

Literacy: Literacy test to the members of the Panchayats was never seriously taken by the Madras Government. Only the Vice-president and the President were found to be invariably literate except in a few instances, and even there, local importance and weight of authority served as the best springs of administrative efficiency rather than the test of literacy.

The Election of the Panchayat President: This sometimes led to village disturbances and party factions, but, the remedy did not appear to get him elected by the villagers as a whole, instead of by the Panchayat.

Village Officials: The idea of associating the village officers: the Karanams and the Munsif, as the ex-officio members of the Panchayat attracted the attention of the framers of the Madras Panchayat Bill of 1941, "in order that their experience and influence may be at the disposal of the Panchayat," but, this was strongly opposed by the reformers of the Local Self Government who felt that these village officers were no longer the natural leaders, but salaried officials of the Government and hence unfit to participate in matters of village administration entrusted to a purely honorary body. Another reason that was often adduced against them was that both of them might generally be leaders of two opposing parties and their entrance into the Panchayat would simply wreck its working.

Executive of the Panchayat: Under the amendment of the Madras Local Boards Act in 1943, the Government of Madras appointed executive officers to Panchayats. The executive authority had 1. to carry into effect all the resolutions of the Board, 2. to perform all the duties and to exercise all the powers specifically imposed or conferred on the executive authority by the Act; in fact, whenever it was expressly so provided for the sanction of the Board and subject to all other restrictions, limitations and conditions hereinafter imposed, 3. to exercise the executive power, for the purpose of carrying out the provisions of the Act and 4. to be directly responsible for the due fulfilment of the Act. (Sec. 24-B of the amendment to the Madras Local Boards Act 1943). He was to carry out all the resolutions passed by the Panchayat, but this obligation was limited to legal resolutions alone.

The executive officer was the custodian of all Government Records though the President had free access to them. All the official correspondence addressed to the District Board, or the Provincial Government had to pass through the President. While

the executive officer could participate and discuss in the meetings of the Panchayats, he had no right of voting or moving any Resolution.

There were three grades in the pay scales of the executive officers. The 1st grade Panchayats were those with an income of Rs. 20,000/- or above; they had executive officers on a pay of Rs. 80/- to Rs. 100/-. The 2nd grade Panchayats with income of Rs. 10,000/- to 20,000/- had their executive officers on a scale of Rs. 65/- to Rs. 80/- whereas the 3rd grade Panchayats with income of Rs. 5,000/- to Rs. 10,000/- paid Rs. 50/- to Rs. 65/- per mensem to their executive officers. These officers were directly recruited, trained and sent to the Panchayats by the Inspector of Local Boards except in a few cases where clerks from District Boards were also promoted as executive officers.

The executive officer and the Panchayat had an irreconcilable hostility as a general rule. This had been the lot of most Panchayats, since legislation did not definitely describe their relative position and responsibilities.

The minor Panchayats had no executive officers. They had usually either part-time clerks or village teachers as their executives. In some places, the clerk of the cooperative society was also the executive of the Panchayat. There was no uniform practice in this regard among the minor Panchayats. In any contemplated reform the position of the executive with regard to the minor Panchayats too, must be finally decided.

Previous to the appointment of the executive officer, the appointment of the establishment personnel was entirely a concern of the President and the members of the Panchayat. But, since his appointment, the recruitment of the staff was handed over to him and he was to appoint the clerks, bill collectors, mistries, sanitary inspectors, and overseers, subject to the consent of the departmental heads concerned. This method had been devised to save the Panchayat staff, from being entirely at the mercy of the members of the Panchayat, who would have appointed them today and dismissed them tomorrow or forced them to become parties to village politics, supporting one party against the other. To keep up the integrity of the Panchayat, the services were now provincialised, and the staff members could also be transferred from one Panchayat to another.

The Village Panchayat Courts were for a group of villages with powers to try cases upto Rs. 200/- without legal practitioners. The Court Members were elected by all adult residents in the village. The number of members varied from 5 to 12 and each member held office for 3 years.

Forest Panchayats were elected by the cattle-owners of the village and then the Panchayat elected its President. The Forest Panchayats were allowed to levy fees for grazing and fuel collection, and then they were vested with certain statutory powers. They were under the control of the Revenue Department.

Besides these, there were Irrigation Panchayats elected by all landholders of the village who got water from the sluice. These were under the control of the Revenue Department.

Then there were the Village Panchayat Schools. Each village with a population of 500 or more could, on application, have a grant of Rs. 180/- for a school-teacher and an initial grant of Rs. 80/- to start a school in the Panchayat area. There were about 800 Panchayat Schools in Madras by about 1928,

Last, but not the least, was the jurisdiction of the Panchayat in its present constitutional set up. The Statute in force did not allow the Village Panchayats any control over the Panchayat Court or Irrigation Panchayat or Forest Panchayat, wherever they existed, though Panchayat Schools alone were entrusted to Village Panchayats wherever they existed. These are discussed in latter sections of this chapter.

B. Finance: (Table No, 19)

Local Fund Cess: This was the main source of income to Panchayats in Madras as everywhere else. It was usually 1/6th of the total local fund cess of the Local Boards, soon after the abolition of the Taluk Boards in 1934, it was increased to 1/5th of the District Board Cess. But, the grant of the local fund cess to Panchayats was not based on any rational principle of local finance. In fact, the proportion, each Panchayat got, bore no relation to population, prosperity, poverty or administrative requirements. While a Panchayat situated in an irrigated area got local fund cess as its share, in proportion to the larger land revenue collected from the village. Panchayats existing in the dry areas got positively less local fund cess, in view of the lesser land revenue collected therein.

A glance at column 4 would show these glaring dissimilarities too well. To illustrate a few instances, Tuni a 1st grade Panchayat in East Godavari got a local fund cess of Rs. 100 while Kapileswarapuram, a minor Panchayat and Amalapuram, a 2nd grade Panchayat in the same district got Rs. 1,000 and Rs. 1,300 respectively.

In West Godavari, Bhimavaram, a 1st grade Panchayat got from this source Rs. 1,250/-. Similarly in Kistna District, while Nuzvid Panchayat got a local fund cess of Rs. 500, Pamaru, a 3rd grade Panchayat got Rs. 1,018 from this source. So in Vizagapatam, while Parvatipuram Panchayat got a local fund cess of Rs. 550, Bobbili got Rs. 1,254.

The position in the Ceded Districts was also the same. In Anantpur, while Dharmavaram Panchayat got Rs. 650 by way of local fund cess, Kadiri a bigger Panchayat got Rs. 300. In Kurnool, while Dhone Panchayat got Rs. 140 by way of local fund cess, Nandikotkur a smaller Panchayat got Rs. 220. In Bellary, while the share of the local fund cess for Kampli was Rs. 683, for Rayadrug, a taluk headquarters, it was only Rs. 80.

The survey thus sufficiently brought to light the wide disparities in the yield of local fund cess between the Panchayats of the same grade, Panchayats of several grades in the same district, and all Panchayats in all districts.

House Tax: House tax was a very fruitful source of income to Panchayats, but as this was not made compulsory in the Madras Panchayats as in Bombay, much income was being lost due to either very low rates of taxation in force in the major Panchayats or the entire absence of this tax in almost all the minor Panchayats. Besides these defects, the survey revealed several other serious defects like gross under-valuation of houses, lack of revision of capital values, cancelling of enhanced rates by the special committees of the Panchayats and various other abuses in existence. (Column 2.)

The 1st grade Panchayats which were potential municipalities were the foremost to oppose any sort of higher taxation. For example, Panchayats like Tuni and Amalapuram in East Godavari, Narsapur and Bhimavaram in West Godavari, and Guntakal in Anantpur, were opposed to raising of the rate of house tax from Re. 0-2-0 to

Re. 0-4-0 per Rs. 100 capital value in spite of these Boards being manned by highly educated and respected persons. Same was the case in Kistna, Vizagapatam and the Ceded Districts. In Vizagapatam even the biggest Panchayats refused to levy more than Re. 0-4-0 per Rs. 100 capital value of the house. In stray instances like Madugula, the highest rate of house tax was Re. 0-8-0 per Rs. 100 capital value. In Kurnool, the house tax of Panchayats usually ranged between Re. 0-2-0 and Re. 0-3-0 per Rs. 100 capital value. In Bellary, it was 1/6 per cent the capital value. Some other Panchayats in the Ceded Districts were also found to be following a method of collecting an additional water and privy rate along with the house tax as in Dhone and Maddikera Panchayats in Kurnool, where 45% of the house tax was collected towards supply of protected water supply and drainage.

The tendency in most of the major Panchayats was either to pay the lowest rate possible and to pay the lowest possible amount by all conceivable means like undervaluation of the capital value of houses, under assessment of certain houses by all possible discrimination and exemptions of the houses of those who were dear and near to the members. If the executive officers came in the way of such undesirable practices, Panchayat members sought to get them transferred on some false pretext or harassed them in every way.

In the minor Panchayats, as imposition of house tax was optional, very few imposed any house tax at all. According to the provisions of the Madras Local Boards Act of 1930, if a Panchayat did not impose house tax prior to 1930, it need not impose it even after 1930. This gave the minor Panchayats an excuse to bypass this obligation. Except a few Panchayats like Kothapeta and Palivela among the minor Panchayats in East Godavari, which collected house tax at the rate of Re. 0-4-0 and Re. 0-2-0 respectively per Rs. 100 capital value of the house, most of the other minor Panchayats like Yaditha, Alamuru, Kapileswarapuram and a host of others were leaving this source of income totally untapped. In West Godavari, it was almost non-existent, while there were stray instances of house tax collection in the minor Panchayats in Kistna, Vizagapatam, Kurnool, Anantpur, etc. districts. In Kistna, Gudur Panchayat collected at the rate of 1/3% capital value of the house. In Vizagapatam, the majority of those like Bhogapuram, Govada, Chodavada, Bayyavaram did not impose any house tax and only Kothavalasa appeared to be collecting house tax at the following rates :—

Capital Value of House	Rate of Taxation	Per Rs. 100
Rs.	Rs. as. ps.	as.
200—300	0—6—0	2
300—400	0—10—0	2½
400—600	1—2—0	3
600—800	1—12—0	3½
800—1200	3—0—0	4
1200—1600	4—8—0	4½
1601—2400	7—8—0	5
2401—3200	11—0—0	5½
3201—4800	18—0—0	6
4801—6400	26—0—0	6½
6401—8000	35—0—0	7
8001—9600	45—0—0	7½
9601—12800	64—0—0	8
12801—16000	85—0—0	8½
16001—24000	135—0—0	9
24001—32000	200—0—0	10

N. B. The first two categories were exempted, i. e. all thatched houses.

In Anantpur, only Gorantala was collecting house tax at the rate of Re. 0-4-0. In Kurnool, Veldurti imposed house tax at the rate of Re. 0-2-0, while Betamcherla collected at the rates shown below:—

Capital Value of House	Net Tax
Rs.	Rs. as. p.
3000—5000	12—0—0
2500—3000	10—0—0
2000—2500	8—0—0
1500—2000	6—0—0
1000—1900	4—0—0
750—1000	3—0—0
500—750	2—0—0
250—500	1—0—0
100—250	0—8—0
Less than 100.	0—4—0

Thus while most of the major Panchayats did not collect at the highest rates possible, but struggled to devise ways and means of either escaping it or levying it at the lowest rates possible, the majority of the minor Panchayats evaded it altogether.

Scavenging Fees: Public health and conservancy were the obligatory duties of the Panchayats. They provided public latrines for males and females in almost all the major Panchayats, and got them cleansed by the Panchayat scavengers. They also extended their service to private latrines and charged the householders at particular rates except in cases of Panchayats where scavengers were independent of Panchayats as in Vizagapatam District. (column 5.)

This amenity was provided mostly by major Panchayats, while the minor Panchayats lagged behind. But the fees that were being collected by Panchayats varied from one to the other in several respects, such as the base, the rate, the period for which they were collected, and the institutional discrimination they showed.

There was no uniformity in the rates of scavenging fees collected in several Panchayats. But the fees collected varied from Panchayat to Panchayat of the same and different grades in each and every district. Again the fixation of rate was not based on any rational basis, except according to the fancy of the individual Panchayat Board concerned. Sometimes the fees were charged per latrine, sometimes on the number of members in the family, sometimes according to an arbitrary distinction of big and small families, in some instances the rates were per mensem, and in others they were charged on a quarterly basis. Some Panchayats distinguished between different categories of institutions like office, police lines, schools, union areas and private families and charged separate rates for separate institutions. In some cases the scavenging rates were made a part of the assessment on house tax as in the Ceded Districts.

In the Ceded Districts of Anantpur and Kurnool, scavenging fees were also collected on the basis of rates of house tax: as Re. 1, Rs. 1-8-0 and Rs. 2 per quarter per latrine. In Bellary, the Kampli Panchayat collected only Re. 0-3-0 per latrine, while Rayadrug had arranged a regular scale related with the capital valuation of the house at Re. 0-6-0, Re. 0-12-0 and Re. 1 per quarter per latrine, according to the capital value of the house Rs. 800, Rs. 800 to Rs. 3000, and Rs. 3000 and over respectively. In West Godavari, the basis of collection was still different in the 3rd grade Panchayats as in Ganapavaram and Undi. In Ganapavaram, the rates

were Re. 0-12-0 and Re. 1 per mensem for a latrine for cleaning once and twice separately. In Undi the scavenging fees were in a gradation to the members of the family as Re. 0-8-0 for four members, Re. 0-10-0 for four to eight members, Re. 0-12-0 to Re. 1 for eight to twelve members per mensem and Rs. 1-8-0 per rice mill. In Akividu, the rates were based on the individual ability of the families and institutions, i. e. Rs. 9 for all factories, Rs. 6 for latrines of all big families, Rs. 3 for latrines of moderate families, and Rs. 2-4-0 for latrines of ordinary families, and Rs. 1-2-0 for other families. Even here, the division was purely arbitrary and there was no clear cut basis on which these differentiations were made.

In Kistna District, the Panchayats like Kantaram had altogether dispensed with the idea of scavenging service as they had provided bore-hole latrines, while in other Panchayats the same variations in scavenging fees continued.

In Vizagapatam, there was always the difficulty of procuring the services of the scavengers by the Panchayat. In Bobbili and Salur, people had to depend upon the services of the private scavengers. Here the rates were observed to be varying according to the bargaining power of the parties from Re. 0-6-0 to Rs. 1-8-0 per latrine per mensem. In other Panchayats, where the scavenging services were provided through them, the rates were based either on capital valuation of the house or number of persons in the family.

In the Ceded Districts, there was no problem of scarcity or non-availability of scavengers for the Panchayat service. In Kurnool, some of the Panchayats like Dhone and Maddikera made it a habit to relate public scavenging fees to the house tax, with variations ranging from Re. 0-4-0 to Rs. 1-8-0 per mensem.

The question of variations of rates did not arise in the case of minor Panchayats, as most of them did not utilize private scavenging services at all, except in a few instances. Most of the minor Panchayats investigated in East and West Godavari Districts, Kistna, Vizagapatam and the Ceded Districts had not got any private scavenging amenities provided by the Panchayat. Even when it was provided, as in Palivela and Kothapeta in East Godavari, the rates were Re. 0-12-0 per latrine per month in the former while in the latter they started from Re. 0-12-0 Rs. 2-4-0 and Rs. 9 per quarter per latrine.

Slaughter House Fees: Slaughter house fees constituted another important source of income to all major Panchayats, and

in some cases for minor Panchayats too as the provision of slaughter houses was an obligatory duty of the Panchayat.

Government desired slaughter houses to be departmentally managed and their collection of fees to be done by the Panchayat staff. In practice, however, the right of collection was auctioned to the highest bidder who paid the amount in one lump sum or by instalments to the Panchayats. He would collect the fees at the rates fixed by the Panchayat through his own agents. In some places there were two or three slaughter houses in the same Panchayat area, separately for pigs, sheep and goats, cows, bullocks and buffaloes, but the supervision of the Panchayats over the slaughter houses was very often most unsatisfactory. Neither the sanitary inspector of the Panchayat nor the veterinary surgeon visited the mutton houses to inspect the type of mutton that was offered for sale, to examine whether it was fit for consumption and to regulate the sanitary conditions in those places. The supervisory staff of Panchayats and the Department of Public Health were too complacent to better the existing state of affairs.

Of the 13 villages for which information was available almost all had uniform rates fixed for goats and sheep which varied between two and four annas each. Slaughter of cows, bullocks and buffaloes and pigs was less common, more than half the number of villages having no rates for these. Rates for cows and bullocks varied between Re. 1 and Rs. 2½ whereas that for the pigs about 5 annas in most cases. Only Guntakal had a uniform rate of one rupee for all the three.

Again the fixation of the slaughter house fees was a matter left to the individual discretion of each Panchayat. The first grade Panchayats like Tuni, Guntakal and Narsapur in East Godavari, Anantpur and West Godavari Districts respectively had fixed up the rates, but, left them to be collected by the auction bidders, instead of collecting through their employees. The practice of letting the right of collecting slaughter house fees to the highest bidder in an auction, was prevalent even among the 2nd and 3rd grade Panchayats, except in places where Departmental collection and uniform rates existed as in Ramchandrapuram and Mandapeta in East Godavari and Tanuku in West Godavari. In Kistna and Vizagapatam Districts, auctioning of the right of collection of slaughter house fees was more in practice than their Departmental management, but the rates were more or less uniform. Even amongst

the Ceded Districts, most of the Panchayats followed the practice of auctioning and that too on a very long term basis like 10 years or 5-10 years as in the case of Panchayats like Dharmavaram and Kadiri in Anantapur District.

Several Panchayats besides these did not trouble themselves to create the facility of a slaughter house at all. Only a few minor Panchayats provided slaughter houses. (column 14.)

Market Fees: Public markets held in the Panchayat areas were usually of three types : daily, bi-weekly and weekly. The rates and the goods on which they should be imposed and collected were to be decided by the Panchayats while the process and actual collection was left to auction bidders who did the work of collecting these fees by issuing licence chits at the rates prescribed by the Panchayat Boards. Instances where Panchayats themselves did the job of collection of these were hardly observable anywhere. Market collections were usually auctioned once a year to the highest bidder and he paid the amount in lump sum to the Panchayat.

The market fees and the variety of goods on which they were imposed varied from Panchayat to Panchayat, irrespective of differences and similarities in grade or place.

In Anantapur, the Guntakal and Kadiri Panchayats charged at a rate of 2 annas to dealers of necessities like salt, tamarind, chillies, tobacco, oil, fuel and potatoes, whereas rates varied between 2 and 4 annas in respect of other commodities like fruits, sweetmeat, vegetable, fish and even retail and grain shops. Truck loads were charged at 6 to 8 annas.

These differences were common not only to all major Panchayats, either in the Circars or the Ceded Districts, but, the same was the case even in the markets of minor Panchayats which had public markets as in Valluru, Yeditha, Kapileswarapuram, etc. in East Godavari District, Aravalli and Vasadi in West Godavari District, Gudur in Kistna District and Kothavalasa in Vizagapatam District. (column 10.)

Again, the collection of the market fees from cattle, vegetable, grain and fruit markets were not always left for the use of the Panchayats, but the District Boards shared these proceeds and very often took the lion's share without any corresponding return to the Panchayat area in which these collections were earned. The share

of the District Boards varied from 50 per cent to higher proportion even to an appropriation of the whole amount giving whatever sum the District Boards might be pleased to give back to Panchayat from which the sum was collected. Tuni Panchayat in East Godavari got Rs. 30,000 by way of public market fees out of which 50 per cent was taken out by the District Board. Similarly the District Board took 50 per cent of the cattle market proceeds amounting to about Rs. 500 per annum. Similarly, Narsapur Panchayat gave all its income from public markets to the District Board. In Tadepalligudam Panchayat, the District Board took Rs. 29,000/- leaving only Rs. 1,000 to Panchayat out of its annual income of Rs. 30,000 from public markets. In Kistna, Vizagapatam, Anantpur and Kurnool Districts, the inroads on Panchayat funds were not so many as in the two Godavari Districts. The District Boards had nothing in return to offer to the Panchayat by way of public amenities in lieu of the moneys they earned from them. Unless the whole scheme of Local Government is reorganised and reformed, such serious inroads into the finances of Panchayats cannot be averted. The District Boards whose existence appears to be superfluous in view of the developed Panchayats and Municipalities can at least be reduced to advisory councils without powers to utilize on such a large scale the moneys they are not really entitled to grab. We shall discuss this in detail later.

Cart and Bus Stand Fees and Cycle Licenses: Collection of fees from cart stands and bus stands was a good source of income to the major Panchayats in Madras. The rates of fees even in this matter varied from Panchayat to Panchayat of the same grade in the same district, from one grade to another and from district to district. Again, very few Panchayats really looked after the amenities that were to be provided in these bus and cart stands, such as rest-shelters, canteens or fresh water pots. The Panchayats were only interested in auctioning these to the highest bidder who would pay the amount to the Panchayat in lump sum and take upon himself the responsibility of collecting the fees at the rates fixed by the Panchayats. These rates were to be collected only from carts which would halt at the stands and not on carts which merely passed by them and were not halting. Breach of this rule had led to the filing of suits in Law Courts, on reasons of prestige, where Panchayats had to be admonished.

Bus and cart stand fees varied from place to place. Information available for a few Panchayats showed that the fees for taxies, buses and lorries were more uniform than that for, say, jatkas. The former

in most cases, varied from 2 to 3 annas a day and Rs. 3/8/- a month, whereas the latter varied from 9 pies to 8 annas. The cart rates also varied between 6 pies and two annas.

One distinctive feature of this source of income was that it was more extensively and profitably exploited by the Panchayats in the Ceded Districts than in the Circars. For instance in the Vizagapatani District, some of the Panchayats had 8 to 9 public conveyance stands, i. e. cart stands, bus stands, jatka stands, etc., but these Panchayats collected no fees. On the other hand, the tendency in the Ceded Districts was to have more or less uniform rates, specially in the 3rd grade Panchayats, regarding this source. There appeared to be some uniformity in the rates of fees in Panchayats of Kurnool, Bellary, Anantpur and Cuddapah. (columns 12 & 13.)

There were some minor Panchayats too which were having cart and bus stands and collecting the fees as Yeditha, Kapileswarapuram and Alamuru in East Godavari, Gorantala in Anantpur, Veldurti in Kurnool but such examples were rare. Even here anomalies with regard to the different rates existed.

Entertainment Tax: This was mostly an income available to major urban Panachayats where there were cinema houses and where dramas and circus performances took place. The Commercial Sales Tax Officer and his staff used to collect the entertainment tax on the tickets sold for these entertainment performances and after deducting 10 per cent towards the collection charges, handed over the balance to the Panchayat. This was by no means exclusively the privilege of major Panchayats alone, and wherever there were cinema houses or other entertainments available, as even in minor Panchayats, this income was available to the Panchayats. (Column 26.)

Most of the Panchayats visited expressed a desire that even the collection of this source of income might be left to them, so that they might manage the collection with lesser cost than the 10 per cent charged.

Profession Tax: Profession tax was one of the chief sources of income to all the major Panchayats in every District. (Column 42.)

Schedule of the Madras Local Boards Act, 1930 laid down the rates of Profession Tax. "The classes into which companies and persons shall for the purposes of assessment to the profession tax be divided and the maximum half-yearly tax leviable on each class shall be as follows :

Class	Half-yearly income			Maximum half-yearly tax.
		Rs.	Rs.	Rs.
1.	more than	21000	but not	275
2.	"	18000	more than	225
3.	"	12000		150
4.	"	9000	"	85
5.	"	6000	"	55
6.	"	4200	"	28
7.	"	3000	"	20
8.	"	1800	"	10
9.	"	1200	"	6
10.	"	600	"	3
11.	"	300	"	1½
12.	"	150	"	¾

The profession tax rates were revised and the maximum and the minimum rates for half year were fixed at Rs. 25/- and As. 8/- respectively. Whatever loss the Panchayats were sustaining, under this new provision, was being met with from the Government grants. This was considered to be an unnecessary sacrifice of a fruitful source of income which could wisely be revived by bringing into force the old rates.

Among the major Panchayats this was a regular source of income. Most of the minor Panchayats were not enforcing its collection on one pretext or another. It was high time that collection of such an excellent source of income should be made obligatory in all the Panchayats with a view to improve their finances.

Management Receipts: Management receipts were a regular source of income of the Panchayats, both major and minor. (Column 41.)

Deposits: Deposits were generally demanded from auction bidders of weekly markets, daily markets, cart stands, bus stands, etc. by the Panchayat Board. These deposits were kept with the Panchayats and the interest that accrued on them was one of the sources of income to some Panchayats. Wherever it was available, it was spent for public purposes. (Column 37.)

In West Godavari, among the minor Panchayats only Aravalli was getting Rs. 100 from this source. In Kistna District, Gudur Panchayat

was getting about Rs. 130, while Panchayats in Vizagapatam were not getting much out of this source. Minor Panchayats like Bukkapatnam, Brahmanayeleru and Gorantala in Anantpur were getting Rs. 320/-, Rs. 15/- and Rs. 200/- respectively.

Warrant and Destraint Fees : According to Appendix (e) of Schedule IV of the Madras Local Boards Act, the table of maximum fees payable on destraints was as below :—

Sum Destrained for		Fees.	
Under one rupee		Rs.	a.
	...	0	4
Over Rs.	But under Rs.		
1	5	0	8
" 5	" 10	1	0
" 10	" 15	1	8
" 15	" 20	2	0
" 20	" 25	2	8
" 25	" 30	3	0
" 30	" 35	3	8
" 35	" 40	4	0
" 40	" 45	4	8
" 45	" 50	5	0
" 50	" 60	6	0
" 60	" 80	7	8
" 80	" 100	9	0
Over Rs. 100 @ Rs. 100		10	0

The above charge included all expenses, except for three peons who were kept in charge of property destrained, in which case, the peons were to be paid 3 annas per day each.

This was a source of income amongst all the major Panchayats. (Column 32.)

Registration Surcharges : This was a new item of Panchayat finance. According to a subsequent rule, the Panchayats were to get half the amount of registration fees from the adjoining or local sub-registrar's office. But these amounts were not yet claimed by most of the Panchayats and still their claims were pending with the sub-registrar's offices everywhere. Every Panchayat irrespective of its grade could claim this income, but very few Panchayats had so far got it. This was what was usually called the surcharge on stamp duty levied within the Panchayat area on

transfer of immovable property, collected and credited by the Registration Department after deducting the collection charge. But the Panchayats had to agitate as yet a lot before they could get this income. Data reveals a few stray cases like Bhimavaram in West Godavari in the 1st grade Panchayats, Vuyyuru and Jaggyapeta in Kistna getting Rs. 25,000, Rs. 4,000 and Rs. 2,000, respectively. In West Godavari Velpur got Rs. 1,200. Peatapadu got Rs. 2,000, in Vizagapatam, Parvatipuram got Rs. 2,000, etc. (Column 25.)

The complete advantage of this source of income was not taken and when completely enforced this would do much to improve the financial side of the Panchayats.

Magisterial Fines: Magisterial fines were not a big source of income. The fines imposed for offences committed against the Madras Local Boards Act were credited to the Panchayats, after deducting about 10% for collection expenses. (Column 51.)

Vehicle Tax: Vehicle Tax, if properly imposed and collected is capable of yielding a good revenue for most of the Panchayats. However, neither the major nor the minor Panchayats were collecting this with any regularity. In fact, the Panchayats which were actually imposing tax were only a few here and there scattered throughout the State. The income of some of them from this source ranged from Rs. 16,000 to Rs. 24,000 per annum, but others got negligible amounts not exceeding a thousand rupees.

Even though the inspector of Local Boards and the District and Assistant Panchayat Officers who supervised the working of Panchayats had often suggested that this source of income should be more thoroughly exploited, the response of the Panchayats remained to be most unsatisfactory. When the major Panchayats themselves did not try to exploit this source, the minor Panchayats which usually looked to the lead of the major Panchayats could by no means be encouraged to tap this source of income.

This however could only be made up by declaring the imposition of this tax as obligatory on the part of the Panchayats instead of leaving it to their discretion.

Bore-holes Machine Rentals : Bore-hole latrines were found on a large scale in a few Panchayats in Kistna District, and there alone the Panchayat got some income by lending the machine to the local people. (Column 39.)

The sanitary agency in the Panchayats should encourage bore-hole latrines, where there are no Pucca Latrines, and if they buy the machine and lend it to the people, it would be a worthy encouragement.

Animal Tax : Tax on animals was a source of income again not very often tapped by most of the Panchayats except in rare instances.

Though the Panchayat in Madras were authorised to collect this tax according to sec. 154 of the M. L. B. Act of 1930, none of them were courageous enough to impose this tax for fear of popular disaffection.

Income from Grass Sales : The sale proceeds of grass on river banks were generally obtained by Panchayats by paying a lump sum to the Public Works Department, as lease amount. This was an income which was usually obtained by the minor Panchayats, as most of the major Panchayats had no grass growing areas within their local limits. On account of the disparity between the lease value paid to the P. W. Department, and the actual return from sale of grass, the minor Panchayats were able to make some profit, which, however varied from Rs. 50 to Rs. 4000. (Column 20.)

As the irrigation facilities and fresh water canals and rivers are in abundance in the Delta Districts of the two Godavaries and Kistna, grass grew in abundance on the banks of rivers and canals. This was a source of income available mostly in the minor Panchayats of these areas. In other districts like Vizagapatam or the Ceded Districts, where the land was dry and water facilities were scarce, and where grass was rarely grown, this source of income was not available to Panchayats.

Fishery Rentals : Income from fishery rentals was usually derived by the Panchayats by leasing out or auctioning the right of fishing in the fresh water tanks, pounds or canals in the Panchayat areas. As such, this income was conditioned by the existence of such amenities and could be derived only by such of the Panchayats which had amidst them water sources in case they decided to exploit this income source,

This was a source of income mostly available in the minor Panchayats and rarely in the major Panchayats in Godavari, Kistna and the Ceded Districts, except in places where there were huge tanks or canals. (Column 21.)

One difficulty about this source of income was of diverting this income to Panchayat funds from the private individuals, as happened in Gudur in Kistna. The usual method was to pay some money to the Revenue Authority for taking the lease of the water resources on their auctioning for the public use. But it was found in some cases, that somebody used to make huge profits by a second lease to the Panchayat. But since the executive officers were appointed, this type of frauds were eliminated to a great extent. The executive officers were found to be trying their best to get the highest bid possible to the Panchayat, but there were several instances, where they did not succeed.

Ferry Boat Income : Income from ferries was a good source wherever it existed. In most of the minor Panchayats which were on the borders of the Godavari it was continuing to be a good source still, but, it was taken away by the District Board, as it was being done in the case of several prominent ferries, as at Kotipalli, Mukteshwaram, Razole, Bobbarlanka in East Godavari District. In Bhimavaram, Achanta, Koderu, Kovvur, and Narsapur in West Godavari, the proceeds were either not being exploited or being remitted to the District Boards concerned, though the ferries were actually in the jurisdiction of the Panchayats. Thus Narsapur, Razole, Kovvur, Koderu, Kotipalli, Mukteswaram and Bobbarlanka Panchayats were losing every year income to the tune of Rs. 20,000 and more from auctioning the leasing of collecting fees on the tickets sold for flying the ferry boats from one side of the Godavari to the other.

Only a few minor Panchayats among those investigated, showed some earnings from this source. Bodasakurru Ferry in East Godavari was the richest of all ferries within the jurisdiction of the Panchayat. It was leased out by the District Board to the Panchayat on a lease amount of Rs. 16,000/- per year. After all the contingencies and the establishment charges were met, which came to about Rs. 6,000/- per mensem, the remaining income remained to the Panchayat. Upto 1945, the method of fixing the base value was by taking the average rental of the last five years. But, from 1945 onwards, when the lease amount was doubled, the profit that was remaining to the Panchayat was considerably lessened even though the rates had been increased from Re. 0-0-6 per passenger to anna one and nine pies for some time.

Kotipalli had the biggest ferry income of between Rs. 20,000/- and Rs. 25,000/- per year, but, this was always appropriated by the District Board. Koderu and Narsapur in West Godavari District were similarly losing a heavy revenue. Just as in the case of public

markets, ferry incomes, both very fruitful sources, were usually taken away by the District Boards without allowing their natural heirs to enjoy this fruitful source of income. This unwarranted inroads of District Boards into the domain of Panchayats would have to be curtailed and the right of leasing should be given over to the District Collector in case of the District Board being abolished on account of its obvious superfluity in the existing scheme of Local Government with the privilege of enjoying the income left to the Panchayats. (Column 24.)

Fees in Fairs and Festivals : This was a source of income that was collected as fees for the pendals and stalls erected at the time of fairs and festivals in Panchayat area. By its very nature, this source of income was limited in its extent and peculiarity to those Panchayats which happened to be also places of some religious importance where these annual fairs and festivals were celebrated. However, the rates were not always the same and the information regarding rates could not be readily obtained even amongst those Panchayats which were visited and which were found to be having this source of income. (Column 45.)

It was not that all Panchayats which had this natural advantage were utilising it to earn this income. In fact, many Panchayats left this source untapped thus leaving out a very fruitful source of income and Local Government authorities would have to devise ways and means of improving this source of income.

Each Panchayat which could tap this source of income might frame such schedule as in the case of Bhimavaram in West Godavari.

Rates for Temporary Erection of Stalls and Pendals in Fairs and Festivals in Bhimavaram Panchayat in West Godavari District.

Duration	Fees per sq. yard	
	Applicant	Non-applicant
Per day	Rs. as. p. 0- 0-6	Rs. as. p. 0-1-6
For a month	0-12-0	1-8-0
For a year	6- 0-0	12-0-0
For Banks 3yds. x 2yds. per annum	9- 0-0	18-0-0
For all general purposes per annum	12- 0-0	24-0-0

If this example was followed in several other Panchayats the prospects of improving the Panchayat finances were bound to be encouraging.

Dearness Allowance Grants: This was not a source of income of the Panchayats from taxation. The Government began to give contributions to the several Panchayats for giving dearness allowance to their staff during the time of war, whenever, they complained that they had not got the funds to meet the extra expenditure. (Column 46.)

As a matter of fact, a lot of confusion was revealed in the method of giving these grants. Whenever a Panchayat was intelligent enough to show its funds as completely utilised for welfare activities and a nil balance resulting in lack of funds to meet this additional expenditure and demands, Government Grant was coming forth, while actually, most Panchayats which really could not afford to meet this additional burden were silently bearing it by cutting short their own expenditure on administrative functions, because they did not know how to present the matter.

Ground and Godown Rents: This was a source of income to the Panchayats from the sites leased or for the stalls rented out in the Bazar Area, but, as usual, even this was a source which only very few Panchayats were tapping. It was capable of extension if encouraged, since by voluntary adoption, only a few Panchayats were deriving an income from this source. (Column 30.)

Income from Rent and Produce of Lands: This was the income of the usufruct of fruits and trees in the Panchayat area. All these by right were the legitimate sources of the Panchayat. (Column 34.)

Avenue Receipts: This was a source of income of many Panchayats irrespective of the grade of the Panchayat. (Column 49.)

This, however, appeared to be a more common source of revenue in the Panchayats of the northern Circars than in the Ceded Districts.

Sale of Old Stores: It was not a source of tax revenue to the Panchayats. This was a sort of income realised by sale or auction of old furniture and goods of the Panchayats. (Column 50.)

Sale of Manure: Sale of manure was another similar source of income available in almost all of the major as well as minor Panchayats of East Godavari District. Even, in the Ceded Districts, the minor Panchayats did not seem to be negligent about this source

of income. Thus both in the Circars and the Ceded Districts this came to be a usual source of Panchayat finances. (Column 23.)

Lapsed Deposits : Lapsed deposits constituted another source on the income side, but it did not come under the regular tax source. (Column 47).

Interest on Postal Savings, Securities, etc : It was another minor source of income for money deposited. (Column 40.)

Income from Fines under Food Adulteration Act : It was a regular source of income for most of the major Panchayats, wherever samples of oils, ghee, milk, food stuffs, meat and fruits were taken by the Sanitary Inspector, and were sent for examination to Madras, and if these samples were found to have been adulterated, then the sellers were fined and these fines constituted a source of income to the Panchayat.

Irrespective of their grade, Panchayats used to send such samples to Madras Food Institute for examination and paid from Rs. 240/- to Rs. 500/- per year for examination and report. The income from fines varied from Panchayat to Panchayat. (Column 8.)

Again this was not at all a compulsory source of income available in all the Panchayats, even if they were major ones. There were several instances, where the Panchayats were not able to enforce this, as for example, Ganapavaram in West Godavari District, Pamaru, Pedana, and Kantaram Panchayats in Kistna District, and there were such examples in other districts too.

There were some instances, where the enforcement of Food Adulteration Act did not result in any advantage to the Panchayat, as the charges paid for examining the adulterated foodstuffs were not commensurate with the income from fines collected under the Act. For instance, Penu Konda Panchayat in Anantpur had introduced the Food Adulteration Act, but while the expenditure for getting the samples examined came to Rs.240/-, the income from fines came to Rs. 9. In Gooty Panchayat, where the Food Adulteration Act was introduced, the income from fines was Rs. 400/- while the examination fees for the samples came to Rs. 240/-. Kurnool was backward in this respect, as Panchayats like Dhone, Gudur, Nandikotkur, Pattikonda and Maddikera did not enforce the Food Adulteration Act due to the want of sanitary inspectors. In Bellary, Rayadrug Panchayat alone had enforced Food Adulteration Act, while other Panchayats could not do so, as they were not as yet in a position to appoint sanitary inspectors for administering the Act.

As regards the minor Panchayats, they were not in a position to undertake this work at all. If the Food Adulteration Act was enforced in all the major Panchayats, it would no doubt prove to be a good source of income to the Panchayats.

Fines on Encroachments: Most of the Panchayat areas were not surveyed and as such they had only the right of fining the encroachments and not of removing them altogether. However, this system of penalysing them yielded a good source of income to the Panchayats, where-ever it existed. (Column 29.)

Among the major Panchayats, some of the 1st grade Panchayats like Tuni, Bhimavaram, Guntakal were punishing encroachments. Out of the 1052 encroachments booked in Tuni, about 213 were District Board encroachments. Amalapuram had not the courage to take up the problem of encroachments though there were many. In the West Godavari, Bhimavaram was booking offences of encroachments and the scale of fines was as follows:—

Licence Fees on Encroachments in Bhimavaram Panchayat

Type of Encroachment	Rate	Area	Period
	Rs. as. p.	Per sq.	Per
1. Sunshades.	0-2-0	yard.	half-year
2. Balcony.	0-8-0	do.	do.
3. Verandah or part of house.	1-0-0	do.	do.
4. All kinds of pendals.	0-0-6	do.	day.
5. Box shops and the like.	0-0-6	do.	day'

For the grounds to be let temporarily for the purposes which came under the Public Resort Act, 1888, and under Section 160 (i), (ii) (iii) of the Madras Local Boards Act as amended for protection of public roads vested in Bhimavaram Panchayat Board, the rates were as below:—

Area	Rate
	Rs. as. p.
Upto an extent of 3000 sq. ft.	0-0-6 per sq. yard per day
For every 1000 sq. ft. or part thereof over 3000 sq. ft.	0-0-3 do.

In Kistna District the rates for encroachments in Vuyyuru Panchayat area were as follows :—

Type of Encroachment	Rate	Per
	Rs. as. p.	
1. Steps	0-1-0	sq. yard per day.
2. For drain coverings on public streets	0-1-0	do.
3. For culverts	0-1-0	do.
4. For erection of temporary pendals	0-0-3	do. per 7 days
5. Sun shades with zinc sheets	0-0-6	do. per 7 days

There were only some instances of Panchayats where fines for encroachments were being collected. In Vizagapatam, as in other districts, the Panchayat could not take effective action against encroachments as the villages were not surveyed. In several Panchayats like Salur, Bobbili, Yellamanchili and Parvatipuram, where some of the glaring instances of public encroachments were noticed no action appeared to have been taken by the Panchayats. They excused themselves on the ground that the villages were not surveyed. The same was the case of Panchayats in West Godavari, Kurnool, Bellary and Anantapur Districts.

Fees under Public Resort Act: This again was a rare source of income which only a few Panchayats were collecting at present, and which many more could collect. The rates were found to vary from Panchayat to Panchayat, but it was not possible to obtain schedule of rates in many Panchayats except in 1 or 2 instances as Bhimavaram.

**Rate of Fees Under Public Resort Act in Bhimavaram
Panchayat in 1946-47.**

Details	with application	without application
	Rs. as. ps.	Rs. as. p.
1. Erection of Pendals per sq. yard per day	0-0-6	0-1-6
" " " " " " per month	0-12-0	1-8-0
" " " " " " per annum	6-0-0	12-0-0
2. Bunks of 3 yds. × 2 yds. per annum	9-0-0	18-0-0
3. General purpose per sq. yard per annum	12-0-0	24-0-0

In other sample Panchayats it was not possible to ascertain the rates.

Even when the majority of the major Panchayats were not collecting this source of income, the minor Panchayats could not be naturally expected to do better. This was also one of the sources of income of Panchayats which deserved greater attention from the inspecting authorities for its proper enforcement. (Column 22.)

Choultry Fees: These were fees which could be collected from travellers who stayed in the public rest places for temporary sojourn now and then. Here also the buildings were of the District Board or of the Panchayat and the rate per diem varied from annas eight to Rs. 2/- per person as in Guntakal where every room in the Panchayat choultry was let out to travellers at the rates of Re. 1/-, Rs. 1/8/- and Rs. 2/- per day, and this fetched on the whole quite a good amount i. e. Rs. 400/-. (Column 16.)

This was a source of income which could only be collected if there were good choultries in the Panchayat area which could accommodate passengers. There were in some Panchayats choultries which were in a dilapidated condition. They would have to be reconditioned so as to make them habitable and useful sources of revenue.

Grants-in-aid: These were of four categories: 1. grants-in-aid to schools, 2. grants-in-aid to libraries, 3. grants-in-aid for water supply, and 4. grants-in-aid for roads.

Grants-in-aid to schools were received by Panchayat schools in East Godavari, West Godavari, Kistna and Anantapur. But this topic is fully discussed in the Section on School Panchayats. But grants-in-aid for roads, grants-in-aid for water-supply and grants-in-aid to libraries formed a negligible part.

Here they were mentioned to indicate that they formed a special part of the Panchayat finance. The chief feature of these grants was that they were not based on any rational basis, like the proportion of the Panchayat income, or population, or other needs, but they were granted on an ad-hoc basis from time to time.

License Fees on Dangerous and Offensive Trades: These license fees were imposed in several Panchayats both major and minor on a variety of trades and callings like boiling camphor, melting tallow or sulphur, storing or otherwise dealing in opal, blood, bones, hides and skins, storing, selling or curing fish, making fish oil, storing or selling horses, tanning of hides and skins, mustering or drying wool or hair, making soap, manufacturing of distilled sago,

artificial manure, refining sugar, sugar candy, jaggery, syrup, making of gun powder and fire works, burning bricks and tiles, lime kilns, manufacturing or selling of charcoal, meals or coffee or tea hotels, or flour and oil mills, sweetmeats offered for sale, bakeries and biscuit making concerns, manufacture and sale of aerated water, selling timber or storing it for sale, storing and selling mango, Neredu, plants, fire wood, samplings and jungle wood rafters, palmyra rafters, bamboos, beams, wood and charcoal, hay, grass thatching materials, cumbustible materials, mobil oil, engine oil, lubricating oils, kerosene oil, gingely oil, groundnut oil, castor oil, broomsticks, cotton, cotton seeds, fibre or jute, paddy, groundnuts, oil cakes, grams of all types, beedi, cigars and cigarettes, chillies, ghee, butter, meat or flesh of cattle, sheep or goat or pigs, agricultural products which were likely to be destroyed by rats, agricultural products in pucca godowns which were rat proof, construction and installation of electrical power for factory, shop or workplace, oil expellers, cotton gins, films in cinema halls, mythilated spirits, bangles and a host of other items numbering about a hundred or more.

In East Godavari the fees were on all articles throughout the district. But, in West Godavari, there were variations from Panchayat to Panchayat in the both number of items and rates. In Anantpur again, they were said to be uniform in all the Panchayats, but, in Vizagapatam and Kurnool again they varied between wide extremes as would be clear from the ensuing discussion. (Column 9.)

Some of these Panchayats had prepared a list of items for which they wanted to collect license fees and in some places the items and rates fixed were printed and made available to all. But, the details of these items, and the rates varied very widely from Panchayat to Panchayat. The basis of collecting license fees also differed widely according to the practice prevailing in each Panchayat, e. g. the brick and tile kilns were assessed at different rates in different Panchayats; sometimes the rates were arranged in a block system, i. e. as Rs. 10 for 25,000 to 50,000; Rs. 15 for 50,000 to 75,000 etc. in Dhone and Veldurti in Kurnool District, while the rate for 25,000 brick kiln was only Rs. 3 in Kovvur, Rs. 6 in Bhimavaram and Rs. 5 in Velpur, all in West Godavari District. The license fee for burning of pot kilns per year was Rs. 5 in Dhone and Veldurti and Rs. 2 in Pattikonda all in Kurnool, while it was Rs. 3 in Bhimavaram of West Godavari. Boiling of camphor was charged at Rs. 5 in Dhone and Re. 1 in Pattikonda (Kurnool), while it was Rs. 3 in Bhimavaram, Rs. 50 in Narsapur, Rs. 10 in Akividu, Rs. 5 in Ganapavaram, Rs. 10 in Kovvur, Rs. 2 in Velpur, all

in West Godavari District. It was Rs. 4 in Maduglua, Re. 1 in Parvatipuram and Yelamanchili in Vizagapatam District. Fees for selling and manufacturing of charcoal were Rs. 20 in Dhone and Veldurti while it was Rs. 5 in Kovvur and Rs. 6 in Yelamanchili. Selling of hides and skins was charged at Rs. 15 in Dhone and Veldurti, Rs. 12 in Pattikonda, Rs. 15 in Narsapur, Rs. 5 in Akividu, Rs. 4 in Kovvur. While license fees for storing and curing of fish were Rs. 2 in Dhone and Veldurti, it was Rs. 8 in Pattikonda. The license fee for making of fish oil was Rs. 3 in Bhimavaram, Rs. 10 in Narsapur, and Rs. 5 in Kovvur, different from Panchayat to Panchayat in West Godavari district. License fees on lime kilns were Rs. 6 in Dhone and Veldurti, Rs. 5 and Rs. 6 in Salur and Yelamanchili. Coffee hotels were charged at the rate of Rs. 20, Rs. 15, Rs. 5, and Rs. 3 as the case may be in Narsapur while in other Panchayats like Dhone and Veldurti they were charged Rs. 8, in Pattikonda Rs. 5, in Bhimavaram Rs. 9. (West Godavari), Rs. 6 in Kovvur, Rs. 3 in Velpur, Rs. 15 in Kasimkot, Rs. 8 in Yelamanchili, and in Parvatipuram Rs. 10. Similarly the license fees on sweetmeats varied from Rs. 3 in Dhone to Re. 0-8-0 in Pattikonda Panchayat in Kurnool District. The license fees on storing and selling of timber varied from Rs. 4 to Rs. 10; on wood and charcoal, from Rs. 2 to Rs. 20; on rice mills, flour mills and cinema projectors, Rs. 5 to Rs. 15; on oils from Rs. 1-8-0 to Rs. 7; on tobacco, from Rs. 2 to Rs. 10; on selling jaggery, from Rs. 19 to Rs. 25; on groundnuts, from Re. 1 to Rs. 10; on electrical power, from Re. 1 to Rs. 150 according to horse power and the installation; and on cotton gins and presses from Rs. 8 to Rs. 16.

The difference in rates of licence fees was sometimes due to the difference in the variety of goods sold as for instance, the rate on sale of sandalwood was Rs. 24 while for ordinary wood it was Rs. 12. In Tanuku (West Godavari District) the license fee on kerosene oil tins was according to their number stored, i. e. from 3 to 25 tins Rs. 3, from 26 to 50 Rs. 5, from 51 to 100 Rs. 8 from 101 to 200 Rs. 15, from 201 to 500 Rs. 20, and above 500 Rs. 25. In Yelamanchili separate rates were charged for gingely, castor or mobile oils. The rates for gingeley or castor oil were for tins, from 3 to 25 Rs. 2, from 26 to 50 Rs. 4, from 51 to 125 Rs. 8, from 126 to 500 Rs. 10 and above 500 tins Rs. 15. For mobile oil, the rate upto 50 gallons was Rs. 2, from 50 to 500 gallons Rs. 5 and above 500 gallons Rs. 10. In Kovvur (West Godavari) separate rates were charged as per quantities, e. g. below 1 gross of match boxes stored for sale Re. 1, above 5 but below 10 gross Rs. 2, above 10 but below 50 gross Rs. 3, and above

50 gross Rs. 4. In Narsapur Panchayat (West Godavari), the rates of license fees were according to each type of process, e. g. for boiling paddy Rs. 20, storing paddy Rs. 10, and for storing and selling rice Rs. 10. In some Panchayats the articles stored and sold were charged license fees according to the number of bags or the floor area occupied in the godown, e. g. in Madugula Panchayat the rates for storing of grain bags were for bags from 1 to 10 Rs. 3, from 10 to 50 bags Rs. 5, 50 to 100 bags Rs. 7-8-0, from 100 to 1000 bags, Rs. 10, from 1000 to 2000 bags Rs. 12-8-0, and above 2000 bags Rs. 15. In Parvatipuram Panchayat in the same district, the rate was Re. 0-2-0 for 5 sq. feet. Again in Bhimavaram and Kovvur Panchayats in West Godavari, a license fee of Rs. 5 was charged for crushing seeds or making vegetable oils. In Bhimavaram separate fees were charged for street coffee vendors at Rs. 2-8-0 per annum and street sweetmeats vendors at Rs. 2 per annum. Narsapur Panchayat was found to be charging a license fee of Rs. 15 for refining gold. Tanuku Panchayat was charging a license fee of Rs. 10 for storing mango plants. In Attill Panchayat rice shops were charged on classwise basis i. e. 1st class Rs. 5 and 2nd class Rs. 4 but no clear indication was available as to the basis of this distinction. License fees were collected from wholesale shops, retail shops and ration shops too and they were also subject to the same variation as in the case of other instances. Ganapavaram Panchayat in West Godavari District was charging a license fee of Rs. 10 per ration shop, Alagadde Rs. 12 for a retail shop and Rs. 25 for a wholesale shop. Kasba Jagganadhapuram in Vizagapatam was charging Rs. 12 for a wholesale shop and Rs. 3 for a retail shop. The rates for electrical power installation and steam engines too varied between wide extremes from Panchayat to Panchayat, -e. g. in Parvatipuram the license fee for steam engine per horse power installation was Rs. 6 while in Akividu the rate was Rs. 60 per annum for oil engine of 24 horse power.

Thus, though the license fees were a veritable goldmine to the Madras Panchayats a lot of spade work was essential by way of framing an exhaustive list of trades and callings on which they were to be collected and fixation of uniform rates and basis on which they were to be fixed up, if the present evils of wide disparities in items and dissimilarities in their rates were to be eliminated.

C. Functions

Grades of Panchayats: From 1944 all the Panchayats were classified into 3 grades as the 1st grade Panchayats were those with an

income of Rs. 20,000 to Rs. 30,000 per annum, the 2nd grade with an income from Rs. 10,000 to Rs. 20,000 and 3rd grade with an income of upto Rs. 10,000. Panchayats with Rs. 5,000 income were classified as minor Panchayats. The first 3 were called the major Panchayats and they had executive officer, while minor Panchayats had no executive officers.

Grades of the Executive Officers : The grade of the executive officer in the 1st grade Panchayats was from Rs. 80 to Rs. 100, of 2nd grade Panchayats from Rs. 60 to Rs. 80 and of 3rd grade Panchayats from Rs. 40 to Rs. 60. They were the servants of the Provincial Government working under the Local Boards. The Panchayats could not have any control over their executives. The executive officer was the chief executive of the Panchayat. He was to guide the Board in constitutional matters, put the resolutions before it for discussion and execute them according to its decision. He attended the meetings of the Panchayat, but was not allowed to vote. He was liable for transfer to any place in the Province. This meant a great hardship as the salary paid to him was too meagre to enable him to live in far off places from his native town. His pay, travelling allowance, dearness allowance and contributions to provident fund were all met by the Panchayat and the State Government paid nothing towards his maintenance.

Executive Officer and the Staff : The executive officer had under him a number of people like the sanitary inspector, the mistries, the supervisor for public works, vaccinators, compounders, midwives, bill collectors, not to speak of the clerical staff and menial staff like the scavengers, thotties, sweepers, lighters, peons, watchmen, etc. He was the appointing authority for staff beneath the clerical grade. The posts of the sanitary inspectors and overseers were advertised by him. They were to be appointed and paid by Panchayat with the approval and sanction of the District Health Officer and the District Engineer. But administratively they were subordinate to the executive officer and had to carry out the duties allotted to them by him. The sanitary inspector would have to look to matters of village sanitation, vaccination, administration of D. N. O. Licenses slaughter houses, clearance of sewage water, cleansing of gutters, cleansing of private and public latrines, etc. Similarly the overseer had to look to the execution of the public works all subject to the general supervision of the executive officer.

Executive Officers and Panchayat Boards : As a fact, the executive officers and the Panchayat Boards had a very strange relation. The executive officers were a much hated and an unhappy lot in the

Panchayat : while the Panchayat wanted to dominate them the executive officers placed themselves too high above the Panchayat and regarded themselves sometimes as fallen angels. There were several instances, where the Boards tried to harass the executive officers and the executive officers tried in return to take vengeance on them.

Obligatory and Optional Functions of the Panchayats : The administrative functions of the Panchayats were divided into two types : obligatory and optional. The obligatory functions included : public works, maintenance and construction of culverts, bridges and roads, burning and burial grounds, provision of water supply, parks, library and newspapers, lighting, public health and conservancy, slaughter houses, managements of fairs and festivals. While the optional functions were plantation of trees, provision of radio, arrangements with regard to infectious diseases, medical relief and donation, etc. Very often the funds of the Panchayats were spent to a large extent on salaries, office contingencies, dearness allowance, and travelling allowance, with little left over for discharging duties either obligatory or optional. (vide Table No. 20)

Public Works : The arrangements made by the village Panchayats for the construction and maintenance of roads, water tanks, sluices, channels and buildings constituted some of the important items of public works. In most of the villages in South India, provision of water supply and systematic arrangements with regard to maintenance of tanks and distribution of water to fields and settling of disputes arising out of it, were considered to be the functions of the village Panchayats. This was done by the contribution of communal labour according to which every resident of the community was to contribute his share to the maintenance of local public works. Employment of compulsory forced labour for execution of public works like tanks, canals, buildings and roads was a time-honoured custom in South India which continued even today.

Construction of roads and tanks was done by the employment of paid labour alone. But the Panchayats were not at liberty to undertake any work they liked. The Panchayats were generally authorised to undertake public works upto Rs. 250 without the necessity of the sanction of the higher authorities.

Some of the major Panchayats in the Circars and Nellore District had their own overseers and staff like the mistry on their establishment, paid them from their funds and got their works exe-

cutted. But the maintenance of staff for public works did not alone solve the problem. The problems were peculiar and different from Panchayat to Panchayat and the reasons for their slovenly and irregular execution were not one and the same as would be illustrated by some examples from each group.

All the 1st grade Panchayats did not appoint overseers and even those that appointed them had nothing exemplary about their public works. For instance Bhimavaram and Narsapur were the 1st grade Panchayats with their own overseers. Even there all the estimates passed were never executed. For instance, in Bhimavaram, 86 estimates amounting to a sum of Rs. 36,000 for 1946-47 were first sanctioned by the Board, but the same Board soonafter rejected 15 estimates the value of which amounted to Rs. 17,800. Thus there was no consistency in the Public Works Programmes of Panchayats. In Narsapur 61 estimates worth Rs. 19,000 ordinary and capital had been actually executed, though a sum of Rs. 15,000 was allotted for public works, according to the model budget, which required 20 per cent of the gross revenue of the Panchayat to be spent on roads. But this ratio was rarely observed in practice by other Panchayats. Narsapur Panchayat was also able to look after its roads with greater regularity through its overseer and supervisor, than Tuni Panchayat whose negligence of roads was the usual theme. Though it was fit to be a 1st grade Panchayat, it had no supervisor or an overseer. The expenditure on capital works amounted to Rs. 12,000 per year, but even this sum was never actually spent. The estimates and plans were not usually executed, and the amounts allotted for public works were kept in reserve from year to year, leaving the state of communication in a deplorable state. Out of the budget expenditure of Rs. 2,200 for 1946-47 for repairs and maintenance of a total length of road of 15½ miles, only Rs. 1,086 was actually spent on doing some patch work here and there. The condition of roads was very bad. There were not even rivetments near the culverts. The Board maintained a total road of 17 miles, 9 miles of which was metalled and 2 miles gravelled and the rest earthen. The recent appointment of an overseer had not very much changed the situation. The expenditure on public works even for previous years 1944-45 and 1945-46 was not more than 10 per cent of the budgeted amount.

The Ceded Districts or any other parts of the province were in no way better. Guntakal, the biggest Panchayat in Anantpur District revealed the same story. Several estimates for repair of road at Rs. 18,000, for Office Building at Rs. 10,000 and for market stand at a

cost of Rs. 5,000 were made, but nothing was practically done nor even a supervisor was appointed to look after the local public works.

These defects were not the monopoly of the 1st grade Panchayats alone. If check measurements were not made, estimates were not actually executed, plans that were put forward were allowed to lag, slackness continued, funds went on accumulating, while condition of roads gradually deteriorated due to the gross negligence even in major Panchayats in the 1st grade, the position in 2nd and 3rd grade Panchayats could not have been better.

Often the plans of public works in the 2nd and 3rd grade Panchayats made no progress far from the resolutions of the Panchayat Board. For instance Ramchandrapuram and Mandapeta, Panchayats in the 2nd grade, were repairing their public roads once in 5 years or whenever they needed repairs. Schemes for construction of drainage and gutters were still under consideration and a drainage tax was introduced at the rate of 25 per cent of the house tax, but it was never utilised. Ramchandrapuram Panchayat had jurisdiction of over 100 roads which were to be maintained and repaired, but they were left in a helpless and unsatisfactory condition. The amount that was allotted for repairs of roads was very inadequate. Panchayats in other districts had nothing better to report. The same indifference, inadequate allotment of funds, irregular enforcement of even these assignments, and unsatisfactory conditions unchecked by Local Government Officials were the usual themes. In spite of their good financial position, Panchayats of the calibre of Tanuku and Tadepalligudam in West Godavari, Vuyyuru and Jaggayapeta in Kistna, Salur and Yelamanchili in Vizagapatam displayed deplorable indifference to this obligation. Some better examples of constructive Panchayats as Kampli and Rayadrug in Bellary, where better attention was being paid to communication were seen, but such instances were very few.

Even among the 3rd grade Panchayats, there were some instances where the picture was not totally bleak. Razole in East Godavari, Kovvur, Ganapavaram, Peatapadu, Undi, Akividu, Achanta and Attill in West Godavari, Gudur and Pedana in Kistna, Madugula and Chodavaram in Vizagapatam, Penu Konda and Gooty in Anantpur, were some of the Panchayats amongst those visited that showed some real signs of interest towards this important obligation. In these places, in addition to regular attention to roads, alms houses for beggars as in Razole were proposed; registers of length of roads and needs for periodic repairs were maintained and attended to; drains, culverts and platforms were constructed, the towns

were surveyed and the encroachments were booked and fined. Metal roads and streets were laid out and their regular repairs were looked after, but this did not mean that affairs were completely satisfactory even here. The same complications and neglect of executing estimated plans and leaving huge balances in arrears were revealed to be more or less a common feature. There were streets where sand had been accumulating and while even the earthen roads were not found in some instances. Thus though the position was only comparatively better, they had to go far ahead before they could be said to be discharging their obligations with satisfaction. About the rest of the 3rd grade Panchayats there was nothing to be said except to mention that the same story of indifference and sorrowful neglect repeated itself besides occasional frauds in check measurements, contracts and execution. Instances were seen where the Panchayats had to execute several public works by reducing them to types costing less than Rs. 250/- in order to circumvent the obligation of getting the estimates checked by the District Board. This was leading to gross abuse of the minimum cost concept and an uneconomic waste of public funds. The explanation, given by some Panchayats for overriding this legal obligation of getting their estimates checked up by the District Board before executing them, was that they wanted to avoid the exorbitant delay and resorting to corrupt means for getting priority for the examination of their estimates by the Local Board's Engineers. Whoever was responsible for this state of affairs, this was a very unhealthy system which had very much corrupted the Public Life and Local Administration. It is high time that something is done to face these unpleasant facts and clean the body politic from these ugly practices which are detrimental to Public Funds as well as to the welfare of the general public.

Surprisingly enough, the minor Panchayats whose income was below Rs. 5000 revealed to be more considerate in the discharge of public works than any of the major Panchayats investigated into. Especially some of the Minor Panchayats in the two Godavaries had been doing some splendid work. Valluru, Yeditha, and Kapileswarapuram in East Godavari, and Palakoderu, Inaparru, Vomavaram, Itempudi and Vasadi in West Godavari had some brilliant records of work to their credit. They had metal roads which were laid down by public subscriptions and they were proud of this achievement. The four villages of West Godavari mentioned above laid down a road of 16 miles at their own cost of Rs. 16,000 contributing labour, earth and gravel on their own. Taking along with them some adjoining villages, they had constructed village approach roads and feeder

roads to the district roads too with their money at a cost of Rs. 32,000 and with a paltry grant of Rs. 5,000 from the Inspector of Local Boards. Local subscription at the rate of Rs. 5 from each of the landlords owning 100 acres was collected. Mukkamala and Kandavilli were important specimens of this type. They constructed a bridge over the canal at a cost of Rs. 880. While the Local Board proposed to give 1/4 of the expenditure, the remaining expenditure was sought to be met with by the funds of the villagers. Mukkamala Panchayat had also laid down a road of 1 mile 7 furlongs at its own cost. Culverts were constructed in all these village Panchayats with the aid of the economic councils that were in existence till 1941. Palakoderu was the best among the minor Panchayats that received the Governor's Medal for its sense of Public Duty and excellent Public Works. While its income was very poor, its work was more satisfactory than that of any other major Panchayat with vast finances. It had a scheme of road construction at a cost of Rs. 30,000 and maintenance at a cost of Rs. 16,000 out of which a grant of Rs. 8,000 was received from Local Boards, Rs. 3,000 from the District Board and Rs. 5,000 from the Panchayat. All the roads were gravelled; besides, a building for Girls School was constructed at a cost of Rs. 1,000 and given as a gift to the children of the village. Even during the time of enquiry, the Panchayat was carrying out a scheme of Rs. 7,500 for gravelling of roads and Rs. 3,500 were already spent. The Inspector of Local Boards had given a grant of Rs. 2,000 while the District Board and Panchayat had to bear the remaining burden. As they did not have any special sources of taxation, the burden had to be met by individual subscriptions. Some such instances of good minor Panchayats were Kasba Jagannadhapuram and Kothavalasa in Vizagapatam, Brahmanayeleru and Lepakshi in Anantpur, where a good civic sense was also responsible for execution of public works.

The rest of the minor Panchayats both in the Circars and the Ceded Districts had no creditable account in public works, not because they had no funds, but because they did not have enough enthusiasm as the other minor Panchayats illustrated above. They were mostly indifferent. Given proper opportunity for proper development with occasional changes in personnel they might certainly improve. But the stagnation created by the absence of elections for nearly a decade made the people and the members of the Panchayats too indifferent. Especially the Panchayats in the Ceded Districts were much more backward than those in the Circars, due to their general backward economic condition.

Water Supply: So far as the Northern Circars were concerned, there was no acute problem, of water supply but the Ceded Districts presented a most distressing picture of acute scarcity. Even in the Circars the position was not always very rosy. In places like Amalapuram, Bhimavaram and Tuni, which were all fit to be the 1st grade Panchayats, though there was no actual scarcity of water as such and there were plenty of wells, the water was tasteless and the demand was for protected water supply. In some places there were tanks for use of both washing as well as drinking. Wells were separately castewise for Brahmins, Harijans, Muslims and Christians. Even on the rivers, separate *ghats* were constructed usually for the separate sub-castes, as the caste rigidity still lingered in the villages of South India to a predominant degree.

In the Ceded Districts, step-wells and draw-wells were more common, but for a whole village to depend on a precarious single source of water supply caused a terrible hardship to the people who had not the wherewithal to find better means or to dig more wells. The Panchayat finances themselves were not quite adequate to do anything in this connection on a large scale.

Table showing the facilities of water supply in some Panchayats

Name of the village	Canal	Tank	Fresh water wells	Blackish water wells	Pot wells
Amalapuram	3	1	10	...	...
Tuni	...	...	25	18	...
Bhimavaram	...	13	4	...	...
Narsapur	Godavari	...	...	...	...
Guntakal	...	...	2	...	...
Ramachandrapuram	...	1	yes	...	...
Mandapeta	Cannal	5	22	...	...
Vuyyuru	...	5	16	8	...
Dharmavaram	...	1	1	...	...
Razole	Godavari	2	7	2	2*
Kadiri	...	1	4	...	...
Kampli	Cannal	...	12	...	...
Rayadrug	...	...	22	...	...
Ganapavaram	...	5	3	...	...
Undi	...	2	17	...	...
Peatapadu	...	5	3	...	...
Akividu	...	4	2	...	...
Betamcherla	...	...	7	...	...
Veldurti	...	...	1	...	...

*For Harijans.

In Tuni for instance, there were 25 fresh water wells and 18 blackish water wells. In summer 5 pot ring wells were usually provided to safeguard against insufficiency. It badly required supply of fresh water. There were tank watchers to look after the safe keeping of the water and to guard against attempts to pollute it. In Anantpur there was great water scarcity. Guntakal was another notorious instance of this type. There were only two draw wells for the whole of the Panchayat area and the water scarcity was very acute. The Government had sanctioned a scheme of one lakh of rupees, wherein the Government was to share $\frac{2}{3}$ rd and the people $\frac{1}{3}$ rd, but this did not yet come into force. Ramchandrapuram had a protected water supply scheme to meet the requirements of the local area. Mandapeta Panchayat had 5 tanks and 20 public wells, beside separate wells for Harijans. Panchayats in Kistna District again were not equally fortunate in having good water facilities. For instance, Vuyyuru had 16 public wells, out of which some were good water wells. Water had to be purchased at a heavy cost by the public. In Jaggayapeta, there were four draw wells, and six step wells but water scarcity was rampant.

Anantpur, it was said, was notorious for the water scarcity. To add to it, village factions as in the case of Dharamvaram Panchayat led to the stopping of an excellent scheme of protected water supply that was in force. A big tank and a public well served the needs of the water supply there, besides 28 draw wells and 4 step wells. In Kadiri, water supply was purely dependent on draw wells. The tank in the temple had fresh water all the year round, but no efforts were ever made to prevent people from bathing and washing therein.

The problem of water scarcity was most common in the villages in the Ceded Districts. Except Kampli Panchayat near Tungabhadra in Bellary District, Panchayats either big or small like Betumcherla, Veldurti, Kallur, etc. had great water scarcity.

Sanitation and Conservancy: Sweeping of roads, cleaning of gutters, removing of the rubbish and sewage water were some of the functions which the sanitary department of the Panchayats was expected to take up. The efficiency with which this obligation was met depended upon the staff; the Panchayat was usually capable of appointing according to its ability to pay for these services and this again was indirectly controlled by the local taxation policy. Some of the major Panchayats had their own sanitary inspectors, sanitary mistries, lady and male vaccinators, compounders and mid-wives to look to the local sanitary needs besides the usual squads of sanitary and conservancy staff like the Thotties, the male and female sweepers, gutter-cleaners,

and maintained their own sewage and rubbish carts; provided dust-bins, besides arranging for checking up of frauds under the Food Adulteration Act. Cleaning of public and private latrines, compost and removal of night-soil and sewage water were also some of the important obligations which the major Panchayats had been undertaking.

The table below indicates the strength of the sanitary staff, the registrar of births and deaths and other sanitary and conservancy staff provided in some of the sample Panchayats.

Name of the Village	Sanitary Inspector	Sanitary Mistry	Mid-wife	Registrar	Sweepers	Sewage Cleaners	Rubbish Cartmen	Women Labour	Latrines	Scavengers
Bhimavaram	1	2	...	2	20	2	2	20	508	72
Narsapur	1	3	...	...	120	...	...	...	...	20
Guntakal	1	3	...	...	...	...	...	12	...	39
Tanuku	1	3	1	1	...	...	...	12	400	40
Mandapeta	1	3	1	1	1	1	...	...	...	8
Ramchandrapuram	1	3	1	...	...	...	...	...	...	...
Nuzvid	1	1	1	1	16	1	1	4	120	20
Jaggayapeta	1	1	1	1	120	1	1	6	100	14
Dharmavaram	1	1	1	...	40	...	...	10	100	12
Kadiri	1	1	1	1	120	...	...	10	120	10
Rayadrug	1	3	1	...	...	...	...	1	223	14
Kampli	1	1	1	...	20	...	...	16	88	12
Ganapavaram	1	1	1	1	16	...	...	16	50	4
Peatapadu	1	1	1	...	...	...	...	4	...	...
Undi	1	1	1	...	12	...	...	11	88	6
Achanta	1	1	1	...	16	...	...	6	50	18
Velpur	1	3	1	...	20	...	...	55	285	20
Attill	1	3	1	1	16	2	2	60	100	115
Pamaru	1	1	1	...	2	...	...	...	...	...
Kantaram	1	1	1	...	...	...	...	...	...	...
Pedana	1	1	1	...	40	...	...	20	40	...
Vuyyuru	1	1	1	...	20	...	...	2	500	20
Parvatipuram	1	1	1	1	120	2	4	20	500	39
Salur	1	3	4	1	140	2	4	...	200	10
Madugula	1	1	1	1	12	...	...	...	100	20
Kasimkot	1	1	1	1	120	...	4	12	200	30
Yellamanchilli	...	1	1	1	10	2	1	1	500	54
Gooty	1	1	1	1	2	2	2	10	300	20
Penukonda	1	1	1	1	30	2	2	...	...	...
Bukkapatnam	1	2	...	...	12	...	...	...	100	...
Nandikotkur	1	1	1	...	35	2	2	2	100	20
Pattikonda	1	1	1	2	2	2	2	10	200	20

Most of the major Panchayats with a few exceptions had their own sanitary staff, for the cleaning of private latrines and for the checking of the Food Adulteration. The roads were daily swept once and sometimes even twice. The Panchayats owned all the necessary contingencies and conservancy needs of the village. The Panchayats themselves appointed the Thotties, the sewage water and rubbish cart-men and paid them from the Panchayat funds. Cleaning of public latrines was also the Panchayat responsibility wherever they were provided either for the males or females. They extended the scavenging service to the private latrines by charging them at fixed rates. There were also instances where the scavengers were quite independent of Panchayats as in some villages like Bobbili, Parvatipuram, etc. in Vizagapatam where the private citizens engaged them exclusively, as scavengers refused to work under the Panchayats for one reason or other.

The sanitary inspectors, mistries and vaccinators helped the Panchayat in its local sanitary functions. They looked to the prevention of infectious diseases, inoculation, provision of dust-bins, chlorination of wells and tanks, drain and gutter clearance, etc. Registration of births and deaths was another obligation that was often looked after by these authorities.

But as the sanitary and conservancy staff was very poorly paid, a very satisfactory state of affairs could not naturally exist.

The Panchayats were not able to pay them more as even their existing salary bills tended to be burdensome to them.

As shown in the above table, most of the major Panchayats provided themselves with sanitary inspectors or mistries or vaccinators or the lady welfare attendants, but these did not go far enough to lift the village from its present morass. The observance of the D. N. O. licenses and checking up of food adulteration itself did not lead to much significant results.

Slaughter Houses : Construction of slaughter houses in the Panchayat areas for the sale of meat and flesh was also one of the obligatory duties of the Panchayats. Though the majority of the major Panchayats had provided this facility, still there were many Panchayats which had not done anything towards this obligation, while among the minor Panchayats, those that were undertaking this function were the exception rather than the rule, as in Kothapeta. Some of the major

Panchayats surveyed had two slaughter houses each, one for sheep and the other for cattle and in a large number of cases, they were auctioned out rather than managed by Panchayat itself.

A significant irregularity in this instance was the twofold practice i. e. departmental management versus leasing out to private bidders. While the authorities of Local Boards desired departmental management of collection of receipts and supervision, some Panchayats had been evading this method for long by handing it over to private auctioneers with impunity and the Local Board Officials did nothing to check this growing practice especially more prevalent in the Ceded Districts than in the Northern Circars. Similarly they did nothing to enforce this obligation in many Panchayats which did nothing beyond the provision for construction of slaughter houses and passing resolutions to that effect in their meetings.

Parks : Parks were intended to cater to the recreation facilities of the public in the area of the Panchayat as it was one of its obligatory duties.

But the survey revealed no enthusiastic observance of this obligation even in the best and economically capable Panchayats. Most of the major Panchayats were practically negligent about it though a few 2nd and 3rd grade Panchayats and occasionally a minor Panchayat here and there had taken up this matter seriously. In East Godavari, Razole Panchayat had beautiful park with radio for listeners, while Panchayats like Nidadavol and Tanuku in West Godavari had only radios with loud speakers for listeners' convenience. In the Ceded Districts, Dharmavaram in Anantpur, Kampli in Bellary, Maddikera in Kurnool, and Yellamanchili in Vizagapatam District had nice parks while the majority of other major Panchayats had only radio sets. Most of the Minor Panchayats had no parks, except in stray cases as Achanta in East Godavari.

Public Markets : Construction of public markets was another of the obligatory duties of the Panchayats and was observed more in the breach than in practice. Though almost every major and minor Panchayat got a regular revenue from the vendors who got their goods for offering for sale, they were left to the mercies of sun and rain without the Panchayats ever bothering about providing them with any sort of regular permanent or semi-permanent sheds

where they could sit and deal in their goods. The anxiety of Panchayats to auction their market receipts to the highest bidder would never go further enough to make them realise their concomittant responsibilities for this fruitful source of income and those who contributed to it. The sheds were provided for in Attill and Akividu in West Godavari, Razole in East Godavari, and Dharmavaram in Anantapur. These were only rare exceptions rather than the rule in each and every district. If that was the situation in major Panchayats, the minor Panchayats could not naturally do more.

Burning and Burial Grounds—Construction and Maintenance : Practically very few Panchayats seemed to be doing anything towards this obligation. Except in a few places like, Tanuku and Bhimavaram in West Godavari, and Amalapuram in East Godavari, most of the other Panchayats did not reveal recurrent attention or expenditure on this item which was one of their obligatory duties.

While informal enquiries made in Panchayats visited, revealed an abiding interest in this matter, there was no regular expenditure incurred on this item. None of the Panchayats usually provided pendals or some erections to give shade to those who had to go there. Neither the Panchayats nor their supervisory staff ever seemed to have insisted on the careful observance of this obligation.

Night Lighting in Streets : Provision of lights for the convenience of the passers-by in the streets in villages was done in most of the Panchayats. They were either kerosene or petromax, gas or electric lights. Where there was no electricity, the number of lights compared to pre-war times had been less. Except in some places where either the Panchayat was superseded or the Panchayat was in no way able to meet this obligation, the lighting facilities were always provided either it was a 1st, 2nd or 3rd grade Panchayat. The situation in the minor Panchayats was a bit different and most of them were not able to provide this facility, not so much because they could not afford it, but beacuse there was no effective power to enforce this obligation.

The following table gives the number of lights now used and existed prior to the rationing of kerosene oil.

Name of the Village	Pre-war		Post-war		Electric Lights
	Kerosene Oil Lights	Petro-max Lights	Kerosene Oil Lights	Petro-max Lights	
1st Grade :					
Tuni	280	16	160	...	...
Narsapur	182	...	82	17	...
Guntakal	...	...	170	12	...
Bhimavaram	86	...	50	13	...
2nd Grade:					
Mandapeta	...	...	81	...	46
Ramchandrapuram	...	...	...	...	60
Nuzvid	...	...	...	...	186
Jaggayapeta	...	...	46	6	...
3rd Grade:					
Dharmavaram	...	...	117	6	...
Kadiri	...	...	101	12	...
Razole	...	...	60	9	...
Akividu	87	...	40	12	...
Yellamanchili	...	...	...	...	...
Gooty	...	...	120	13	...
Dhone	...	...	56	...	...
Bukkapatnam	...	...	31	8	...
Minor Panchayats :					
Kapileswarapuram	20	...	...	...	...
Kothapeta	...	...	52	7	...
Vasadi	...	...	10	...	...
Gorantala	...	...	24	4	...
Kandavilli	...	...	15	...	...
Veldurti	...	...	10	...	...

An examination of the resources of the Panchayats in most instances revealed that they were capable of improving upon the existing number of lights they were providing and the sooner they were made to do this the better.

Again, a word about the way in which this obligation was met with was essential. Some Panchayats entrusted the work of street-lighting to contractors after calling tenders and many times they made a fiasco of this obligation by never providing proper lighting facilities to the village streets, the lights hardly burned or very often

they were off soon after they were lit. Sometimes there was a partial contract by which the kerosene oil lights were provided by Panchayats while the petromax lights were provided by the contractor or vice versa, and the same evils were revealed to be pregnant in this practice too.

Provision of Libraries and Newspapers: Libraries and reading rooms were provided by Panchayats in a large number of places. Though most of the 1st grade Panchayats had no such provision except in Tuni, 2nd and 3rd grade Panchayats showed greater interest in the matter. The inquiry showed that almost all the 2nd and 3rd grade Panchayats and a large number of minor Panchayats too were providing this facility to the public. The charges varied from Re. 0-4-0 to Re. 1 depending on the number of books and periodicals in the library.

Very few Panchayats like Amalapuram had big libraries with a separate manager-clerk and office-boys while the libraries in other Panchayats were managed either by a separate clerk or by the executive of the Panchayat itself. In a few places, individual subscriptions were also collected at the rate of as. 4 and as. 8 according to the nature of facilities given to the subscribers.

The library grants by the Government were few and far between and most of the libraries were not receiving them.

Management of Fairs and Festivals: Management of fairs and festivals and provision of amenities for the pilgrims—erecting of barracks, stalls, urinals and sheds and other public health amenities—belonged to the domain of Panchayats whenever important celebrations were held within their confines. The money that was to be spent on conveniences was either collected by way of subscriptions or obtained as a grant from the Government or spent from the funds of the Panchayat.

Hardly any of the 1st grade Panchayats had this obligation, while a few in the 2nd and 3rd grades and some of the minor Panchayats seemed to be undertaking this work. Ramchandrapuram, and Tanuku in East Godavari and Bhimavaram in the West Godavari discharged this obligation. In Anantapur, Kadiri Panchayat had to manage every year the Car-festival of Narsinhaswamy. An illustration of a typical expenditure as in Kadiri would indicate the nature of expenditure incurred by Panchayats on such occasions :

Table of Expenditure in Kadiri on Car Festival.

1	Removal of rank vegetation in the tank	..	Rs.	10	0	0
2	Cost of 15 buckets and 20 ropes	...	"	65	0	0
3	Cost of water pendals	...	"	16	0	0
4	Cost of pots and tumblers	...	"	62	0	0
5	Cost of public latrines	...	"	260	0	0
6	Isolation shed	...	"	20	0	0
7	Street watering by coolies for 6 days	...	"	30	0	0
8	Temporary menials for 14 days	...	"	72	0	0
	" " 8 for 5 days	...	"	40	0	0
	" " 6 " 14 days	...	"	106	0	0
	" " 8 " 5 days	...	"	50	0	0
9	Sanitary peons 2 for 15 days	...	"	48	0	0
10	Drain cleaners 2 for 5 days	...	"	30	0	0
11	Sanitary peons 2 for 5 days	...	"	15	0	0
12	Disinfection coolies 2 for 10 days	...	"	30	0	0
13	Baskets	...	"	25	0	0
14	Sand	...	"	30	0	0
15	Entrance, Lights, etc.	...	"	40	0	0
16	Miscellaneous	...	"	60	0	0
				<u>Rs.</u>	<u>1062</u>	<u>0 0</u>

In West Godavari, Velpur, Attil and Achanta Panchayats; in Kistna, Vuyyuru; in Vizagapatam Madugula and Bobbili; in Anantapur, Gooty, Madakasira, Bukkapatnam and Pamidi; and in Kurnool, along with Chembur, Gudur, Koilkuntla, Kadumunur, Markapur, Maddikera and Nandikotkur were some of the major Panchayats which were managing fairs and festivals in their areas.

Optional Duties of the Panchayats : Plantation of trees, maintenance of cart and bus stands, providing radio, help in epidemics, provision of dispensaries, collecting donations and catering to welfare activities were among the optional duties of Panchayats in Madras.

Plantation of Trees : While most of the major Panchayats in every district were paying some attention to this function, the 3rd grade and minor Panchayats needed greater stimulus. While Razole Panchayat in East Godavari had not done anything, Velpur, Achanta, Ganapavaram, and Tadepalligudam in West Godavari; Parvatipuram, Bobbili and Kasimkot in Vizagapatam, and Maddikera in Kurnool were the solitary instances of the 3rd grade Panchayats which had undertaken this function.

In the Godavari Districts again, some of the minor Panchayats appeared to be paying heed to this as in Yeditha and Kapileswarapuram but none of the minor Panchayats in other districts showed any interest.

Radio: This had become more or less a universal feature in most of the Panchayats both major and minor and provided recreation to the listening public.

Provision of Bus Stands and Cart Stands: This was a practice that was gradually growing but was not yet prevalent on a wide scale. Some of the major Panchayats had this facility within their areas as Razole in East Godavari, Tadepalligudam, Kovvur, Undi, Velpur, Akividu and Peatapadu in West Godavari, Vuyyuru in Kistna, Parvatipuram, Bobbili, Salur and Kasimkot in Vizagapatam, Dharmavaram and Gooty in Anantpur, and Nandikotkur, Dhone and Pattikonda in Kurnool.

Help in Case of Epidemics: This obligation was met with varying degrees of success in the several Panchayats. The Panchayats in the 1st grade were giving every possible attention, while the Panchayats in the 2nd and 3rd grades were not always able to do much though they too appeared to be very enthusiastic. For instance, the 2nd grade Panchayats like Vuyyuru and Jaggayapeta in Kistna and 3rd grade Panchayats like Razole in East Godavari, Ganapavaram in West Godavari, Bobbili, Salur and Parvatipuram in Vizagapatam, Markapur, Maddikera, Kadiri and Nandikotkur in Kurnool, Yeditha, Gooty and Penu Konda in Anantpur and Kosgi, Harpanhalli, Kudligi, etc. in Bellary were assisting the villagers in times of infection, by providing additional sanitary help and vaccinators.

Dispensaries and Medical Help: A few Panchayats began to contemplate of late to undertake this obligation. Panchayats like Amalapuram in East Godavari spent nearly Rs. 2,000 per year on this item. Bhimavaram in West Godavari had constructed a veterinary hospital at a cost of Rs. 4,000 and also gave an annual donation of Rs. 2,500 to it. Tanuku and Ramchandrapuram Panchayats in East Godavari intended opening medical centres. They were found to be making the necessary preparations. Tadepalligudam, another 3rd Grade Panchayat in West Godavari was able to gather about Rs. 2,000 with a view to start a veterinary dispensary of its own. Mukkamala, a minor Panchayat in East Godavari was the first Panchayat in the Presidency to have a medical dispensary of its own since the last twenty years. In Vuyyuru and Bobbili, the

Rajhas had donated maternity wards in the hospitals situated in the Panchayat areas.

Donations: Some Panchayats patronised education by contributing funds; for instance, Bhimavaram in West Godavari planned to give Rs. 5,000 annually to the local college. Salur Panchayat in Kurnool was giving Rs. 500 to a school for blind.

Sundry Expenses: Besides these, there were separate funds set apart in every Panchayat for public amenities, law-charges, election expenses, office contingencies, dearness allowance, travelling allowance and salaries of the establishment, etc.

Meetings of Panchayats: According to the Madras Local Boards Act, every Panchayat should meet at least once a month to transact business and if for three months no meeting was held, the Panchayat would cease to exist or if a member remained continuously absent for three months, he was to be invalidated, though he could seek re-election

Name of the Village	Total No. of Meetings	Ordinary	Extra-ordinary	Percentage of Attendance	Adjourned for want of quorum
Amalapuram	17	17	...	...	...
Tuni	18	13	5	...	...
Bhimavaram	25	12	13	...	6
Narsapur	19	19	...	42	5
Ramchandra puram	24	24	...	50	...
Jaggayapeta	12	12	...	50	...
Kadiri	16	10	6	50	...
Dharmavaram	17	17	...	42	7
Nuzvid	12	12	...	50	...
Achanta	12	12	...	poor	...
Pedana	12	12	...	50	...
Parvatipuram	13	13	...	52	...
Pamaru	12	12	...	34	...
Nandikotkur	12	12	...	34	...
Pattikonda	12	12	...	50	...
Maddikera	12	12	...	20	6
Vuyyuru	12	12	...	80	...
Akividu	12	10	2	50	2
Bukkapatnam	15	15	...	50	...
Penu Konda	16	16	...	66	...

The meetings of the Panchayat are important from the view point of their deliberations, for these formulate the work of Panchayats.

Meetings and Attendance: Above table brings out the nature of Panchayat meetings and its interest in administrative work. The Panchayat meetings form an index of their importance in administrative activities. Even in major Panchayats, the civic consciousness and sense of responsibility among the Panchayat members did not appear to be quite satisfactory. The attendance in most instances was hardly more than 50 per cent and in the majority, not even that much. Very often Panchayats had to carry on their transactions with a bare quorum. Instances where attendance was more than 60 per cent were rare. This was a poor index of their sense of local responsibility. To expect them in the face of these facts to become nurseries of democratic traditions and administrative experience appeared to be a very ambitious dream.

The Panchayat members should of course be given 3 clear day's notice, but, even when they got advance intimation, they rarely attended. There were instances of Panchayats in East Godavari and Anantpur Districts where meetings were not held for months and yet neither they were superseded nor any effective action was taken against them in spite of the provision of the Madras Local Boards Act.

If that was the state of affairs in the major Panchayats, the situation in minor Panchayats could not naturally be expected to be better. There were usually party factions, village politics, group pressures, communal rivalries and these rent the village unity to a hundred shreds.

Superseded Panchayat Boards were also examined during the course of the investigation. The reasons for superseding a Panchayat might be any one of the following: village factions, party politics, abstention from meetings, opposition to taxation, nepotism in appointments, misappropriation of public funds, harassing executive officers or other public servants, committing frauds, writing off the proper dues of Panchayats, allowing unauthorised exemption of taxation, lower assessments and discriminatory policies towards favourites, leaving the taxes in large arrears without ever bothering to collect them, and several other unhappy practices by which, the running of administration of the Panchayat by the same body appeared to be pregnant with disaster. Such a Panchayat was superseded and a special officer was appointed to look after it for a period of one year.

Neither the grade of the Panchayat nor its previous record saved it from supersession, when it reached a stage of serious deterioration.

The supersession period was normally one year and sometimes one and a half years. Many of the irregular Panchayats were superseded more than once.

A few samples taken in the survey would illustrate the circumstances under which Panchayats were usually superseded. We shall review only a few cases as Tuni in East Godavari, Ganapavaram in West Godavari, Kantaram in Kistna, Kasimkot in Vizagapatam, Gooty, Dharmavaram and Gorantala in Anantapur, as instances of superseded Boards.

Tuni Panchayat in East Godavari was once superseded for its wanton neglect of taxation and collection of arrears in 1939.

	Current Demand	Arrears
	Rs.	Rs.
License Fees	...	103-0-0
House Tax	3587-4-0	138-0-0
Profession Tax	226-14-0	75-12-0
Public Scavenging Fees	302-1-0	...
Markets	38-4-0	3944-14-3
Cart Stands	1119-10-0	2224-5-0
Slaughter House	92-0-0	247-6-8
Sale of Rubbish	...	76-0-0
Total.	5266-1-0	8809-5-11

No coercive steps were ever taken by the Panchayat to collect this money. On the other hand these dues were written off without the consent the District Board. The Panchayat had also executed works of gravelling 7 roads in undue haste. Sanitation was neglected awfully. As a result the Board was superseded.

One Panchayat in West Godavari proved to be a notorious example of village factions. When the previous President of the Panchayat died, another came in his place, but the party of the dead President began to oppose every resolution. When the new one was thrown out and a member of the opposition party was elected, they in turn repeated the same thing in vengeance, and consequently no work could be done. Roads which were said to have been executed were proved as never laid down. Some of the lands acquired in the name of the Panchayat were misappropriated. In spite of all the instructions from the Inspector of Local Boards and the District Panchayat Officer, the Panchayat refused to carry out their orders. Influential majority of population of the village exerted much pressure to see that the

Panchayat would not work under any circumstances. Ultimately it was superseded.

In Kistna District there was a parallel instance. In one Panchayat three Presidents came in power in quick succession. When the President who was in office for 4 year resigned the Vice-President became the President. But he was thrown out and another was elected and during his term of office, the Panchayat was superseded. The cause of conflict was strong party factions. The difficulty was only one party in the village was returned into power while the other parties remained outside. So the members within the Panchayat tried to wreck it and ultimately the Board was superseded.

In Vizagapatam one Panchayat met on its own accord and began to cancel a resolution which it had passed permitting taxation on sugar pans, etc. Immediately when it was detected, the Board was superseded and a special officer was appointed, under whom the financial position had considerably improved.

Anantapur District had similar instances of Panchayats which were opposed to taxation, full of party factions, negligent in work and highly litigious. In one instance, the President of the Ex-Taluk Board was a member of the Panchayat and he was in the minority party. In the contest for the Presidential election for the Panchayat, the man from the majority party became successful. As the minority party wanted to pull down the party in power, they refused to pass the administration report, turned petromax lights to kerosene oil lights in the name of the public good and opposed vehemently any taxation. The machine of the water pump system was spoiled. So the Inspector of Local Boards requested the Panchayat to add a surcharge of 12% to the house tax and provide themselves with this badly needed facility for which Government and District Board gave donations. Yet the Board persisted in opposing for six months postponing meetings for want of quorum, when it was finally superseded. Another minor Panchayat in Anantapur was superseded because the President and members under-assessed their houses and those of their relations.

These were instances of Panchayats getting annually an income of Rs. 200,000 where the engineer drew a much higher salary than the executive officer, but technically was a sub-ordinate to him.

The special officer who was put in charge was expected to bring about a uniform development in the administration of the Panchayat. He had powers to enforce fresh taxation, collect arrears and execute

schemes of administration which were conducive to social welfare in the local areas and when once the Panchayat was rehabilitated, fresh elections were held and it was given over to the new Board. This supersession of the working of the village body by its own elected representation was considered to be a punishment for the village which did not play fair with the functions entrusted to it.

Audit of the Panchayat Boards : The major Panchayats were audited once in a year by the lower grade sub-ordinate staff of the Accountant General's Office, while the minor Panchayats were audited by the District Panchayat Officers. But the inadequacy of audit staff left the position of accounts in a very unsatisfactory state.

D. Supervision and Control : The District Boards, the District and Assistant Panchayat Officers supervised the working of the village Panchayats. Usually there was one District Panchayat Officer with one or two assistants under him in each district. As they had to do in addition to supervision, inspection work regarding elections and propaganda also, the time left at their disposal for Panchayat supervision was not much with the result several Panchayats remained uninspected for a long time.

PART III

Observations

A. Structure : The classification with regard to the grades of Panchayats was not systematic. Panchayats which for long ceased to be in the 3rd grade and could be placed in the 2nd grade and the 2nd to 1st grade were not changed but were retained in their old grades. No attempt was ever made to regularise this procedure. There was also no proportion between the population of the Panchayats and their membership. The provision of the seats for the depressed classes, Harijans and Muslims was strictly in accordance with the proportion to their population. Women members were totally absent. Ex-officio membership of the Munsif was provided but later on was eliminated on the pretext that his co-option on the Panchayat might intensify village politics. This did not appear to be justifiable because his elimination from the Panchayat meant the loss of his useful services and those of his hereditary servants. Devoid of any share in Panchayat administration the village officials just did the revenue and police work entrusted to them and remained outside the current day to day administration of the village. The salaries paid to them and to their hereditary servants were very unattractive. Besides the Inams they

had, they got usually no other remuneration. Still they continued to do the village watch and ward and police work too. In view of the declining importance given to them so far, they had to be properly readjusted in the new village set up. The method of election in the major Panchayats was by ballot, but in the minor Panchayats election by show of hands was the practice in the majority of cases. Representation by wards or hamlets was in existence only in some of the Panchayats, but to avoid village conflicts the system was highly desired by most of them. Panchayats were not found in all villages which were fit to be Panchayats as their formation was not compulsory according to the statute. Cast composition of the Panchayats was predominantly Non-Brahmins. There appeared to be some difficulty in filling up the casual vacancies as no regular reports were sent to the Panchayat Officer. One Panchayat in one village seems to be a better practice though no difficulty was seen even in the working of Joint Panchayats. Election versus nomination of members in the matter of superseded Panchayats was for long a matter of controversy; some like Mr. K. Jayaraman (in A study of Madras Panchayats) upholding a nominated Panchayat and others holding a fresh election to the Panchayat to be a better solution. Instead of these two, the best thing appears to be to leave the matter in the hands of an administrator for sometime. As the nominated bodies would not be expected to look to the daily administrative work of the Panchayats, it is a relief that executive officers are appointed to these Panchayats.

The different village authorities like the Village Panchayat, the Panchayat Court, the Panchayat School, the Irrigation and Forest Panchayats worked with separate constitutions under the control of separate authorities. It is a matter for earnest consideration whether all functions cannot be entrusted to a single Panchayat with expanded membership and more sub-committees to look after these different functions.

Again as there is no statutory obligation for the creation of Panchayats for a village of a fixed population as in Bombay, their progress stands to be slow.

B. Finance : The revenues at the disposal of the Madras Panchayats were more in comparison to those at the disposal of Panchayats in other States.

The share of the local fund cess distribution to the Panchayats was not based on any scientific basis; a Village Panchayat situated in an irrigated area got more, while a Panchayat in a dry

area got less, in accordance with the proportion of land revenue collected in each place. The allocation of this cess was not based on needs or population of the locality. Even an increase of the grant of the land revenue or share of local fund cess on the existing basis would only accentuate the prevalent disparities in the incomes of the Panchayats. Hence a readjustment of the distribution of local fund cess according to the needs and population of the Panchayats appears to be a long-felt need.

House tax was another fruitful source of income and was not also properly tapped. Most of the minor Panchayats did not impose it because its imposition was not obligatory. The major Panchayats favoured either the lowest rates possible or the lowest amounts in certain cases by undervaluing a few of the houses of the privileged and by granting exemptions to some, under one pretext or the other. In many Panchayats, house values and rates continued to be the same without revision for years. The method of assessment was also not scientific. Without changing the basis of assessment of house tax from capital to rental valuation, without revision of house values at frequent intervals by impartial observers or assessors and compulsory imposition at the maximum rates and without rigorous efforts of collection, the situation cannot be expected to improve much.

Similarly in the matter of scavenging fees collected. There was no uniformity either in the rates or the base or the period for which they were collected in any Panchayat. Some times the rates were fixed according to the number of the family members; sometimes according to the number of seats, sometimes according to the status of the family holder, and sometimes the rates were different for Institutions and private families. In some places, they were collected together with house tax.

Slaughter house rates too varied for every animal slaughtered from one Panchayat to another. Though departmental management was preferred, auctioning of the right of collecting the fees continued in several Panchayats. There were also instances, where slaughter fees were collected without slaughter houses existing there. Meat, offered for sale, was not regularly checked by the executive officer or Sanitary Inspector or the Veterinary Doctor.

Panchayat finance had not only suffered from lack of uniformity in the rates of public market fees and those from ferry boats but had also to loose a major share of the income from these sources as it was being taken by the District Boards without any corresponding benefit to the Panchayats in return.

Sometimes a good deal of income was also lost by Panchayats due to non-imposition of cart and bus stand fees. Though 90 per cent of the entertainment tax proceeds were given to the Panchayats after deducting 10 per cent by the Commercial sales tax department towards collection expenses, still some of them demanded the right of collection too, as they expected to collect it at lesser cost. Again revised rates of profession tax only meant an unnecessary sacrifice of useful local revenue to Panchayats and these could be revived with profit. Registration surcharges need to be collected more rigorously by the Panchayats. Vehicle tax and animal tax ought to be made obligatory, instead of being optional.

A good deal of disparity existed in the case of license fees too, both in the number of articles on which they were imposed as well as the rates at which they were collected. They differed between wide extremes from Panchayat to Panchayat. Panchayats were not properly surveyed before encroachments were booked. Proper care was always not taken before enforcing Food Adulteration Act with the result, the benefits were not commensurate with the expenditure incurred for the examination of the samples of adulterated food stuffs. Money was also lost by Panchayats because of the non-imposition of octroi duties, sales tax in fairs and festivals, pilgrim tax, forfeiture of income from bull fights and similar other local entertainments.

C Functions : Due to an amendment to the Madras Local Boards Act in 1943, the Government had appointed executive officers to all the major Panchayats, to carry into effect all the resolutions of the Board, to perform all the duties and to exercise all the powers entrusted to them. But the legislation was not clear cut in regard to the position of the executive officer's powers, his status vis-a-vis the Panchayat. Whether he was superior or sub-ordinate to the Panchayat or independent of its control was also never made clear. While his pay and allowances were met with by the Panchayat, he was appointed, transferred, punished or removed only by the Provincial Government. While the Panchayats felt that the executive officers were sub-ordinate to them, some executive officers felt that they were independent of Panchayats, while some others thought themselves to be superior to Panchayats. To add to the curious ambiguity of their position, the pay and emoluments of these officials were also very low, with the result, that it was very difficult to attract the best young men for this service. They had a few powers like making appointments of the staff instead of allowing this to be done

by the Panchayat Board. This was intended to prevent nepotism and party politics in the matter of official appointments. But this change in the method of appointment alone would not attract better staff unless the existing poor salary scales of the Panchayat staff are revised for the better.

The Panchayat staff should also not be allowed to be stationary, but with a view to gaining experience, they should be transferred at least from one Panchayat to another in the same district, while the executive officer, supervisor, sanitary inspector, mistry could be made to move throughout the division which was equivalent to $\frac{1}{4}$ th area of Province as the present scales of pay do not allow them to move with comfort to longer distances. The creation of a Local Board Civil Service and recruitment of staff through the Public Service Commission by examination may prove better than leaving the appointments to the discretion of the executive officer because even he could be accused of partiality as the village Panchayats are always full of party politics. Panchayats expect the executive officer to join one side or the other and if he does not do that, make life impossible for him. His statutory position is such that he cannot steer clear of all such obligations and still be independent. While the Panchayats want them to be at their mercy, to appoint them and to dismiss them as they like; the executive officers prefer the total absence of any Panchayat control over them. They want to remain State servants, appointed, punished and dismissed only by the State. There was overwhelming evidence to support such a claim. There were instances where the executive officers had run away when they were dastardly attacked by the Panchayat members because their vested interests were touched. Another executive officer was threatened with death by a Panchayat member who raided his house at midnight, because of the higher rates he charged to his favourite hotel keeper. The executive officer in another Panchayat had to literally run away from the Panchayat Board to the Railway Station to save his life from the dangerous fury of the Panchayat members for having converted the house tax valuation from capital to rental basis. Another Panchayat sent wires to the Inspector of Local Boards and the Local Government Minister, stating that the Executive Officer had absconded with funds and a dead-lock was created in the working of the Panchayat, when he was only in a town and went there to see the District Collector.

None of the Panchayats either major or minor were able to undertake all the obligatory and optional functions,

Even the major Panchayats with overseers and mistries, either left the budgeted plans unfinished, neglecting the roads on the plea that plans were not approved by the District Board or executed them in a haphazard piecemeal way by reducing all the estimates to an amount below Rs. 250/- which they could undertake. Some Panchayat budgets showed expenditure on roads, which were never laid but when caught, sought to plead that they were spoiled by the time the inspecting authority could visit them. There were frauds in preparing the estimates, in the execution of contracts and in the accounts of the amounts shown as paid in the Panchayat budgets. These shady deals go unpunished for want of positive proof. Minor Panchayats portrayed better enthusiasm in the execution of their public works by the use of communal labour. However, to avoid much wastage of public money by the Panchayats more competent, honest and sincere supervising staff to look to their estimates and execution is essential. Corruption, delay and dilatory tactics should seriously be dealt with. Starting of Government Central Depots for storing and selling raw materials like lime, stone, tar, keel and other materials required for public works under Local Boards would mitigate to some extent the present evil of embezzlements of public funds. A close liaison between the District Board and the Public Works Department to tighten up the supervision may also improve the position.

Though there is no acute water scarcity in the Circars as in the Ceded Districts there is need for providing protected water supply in Panchayats where there are no fresh water wells or to dig more wells where they are inadequate. While the Panchayats have not got resources to undertake this task, the District Boards and the State Government should take more interest.

Only some major Panchayats appointed sanitary inspectors, vaccinators, mid-wives and compounders to look after public health, scavengers and thotties to clean the roads, drains, gutters and latrines private and public. The sanitary inspectors looked to the enforcement of the Food Adulteration Act, supervision of the slaughter houses, prevention of infectious diseases, maintenance of the public health, sweeping of the roads, etc. with the assistance of the sanitary staff. But many Panchayats were not in a position to undertake most of these functions due to the lack of funds or difficulties in recruiting scavengers and thotties as in the case of Vizagapatam due to the low salaries paid.

Slaughter houses were found mostly in the minor and major Panchayats where even the right of collecting the receipts was

auctioned, while Government wanted them to be departmentally managed.

Parks for the public recreation were constructed only in a few Panchayats while the majority were indifferent.

Similarly market sites where fees were collected on sale of vegetables, grains or animals were mostly without stalls or sheds to shelter the sellers and buyers and the goods offered for sale.

Burning and burial grounds were not properly maintained either in the major or minor Panchayats.

Street lighting undertaken only by a few major Panchayats was left mostly to contractors who would light the streets hardly for a few hours. Panchayats did not undertake this task directly as they thought it was difficult to control and check the pilfering of kerosene oil, lights, wicks, burners, chimneys, etc. The remedy for that would be to get standardised and stamped goods for the use of Panchayats from Government Stores and to punish offenders mercilessly than to leave this function to the mercy of the contractors who would only be keen to charge the highest rates than giving proper service.

Provision of libraries and newspapers was undertaken only by very few Panchayats either due to lack of funds or sufficient interest.

Management of fairs and festivals was done by a few minor or major Panchayats, but, without exploiting their privileged position by means of a pilgrim tax or a tax on the vendors.

Optional functions like plantation of trees, provision of cart and bus stands, radio sets for listeners, help in epidemics, provision of dispensaries, etc. were done only by very few Panchayats.

The attendance of the members at the meetings of Panchayats was so irregular that there was often no quorum. Sometimes the Panchayats held no meetings at all for a long time or the members absented themselves continuously without any action being taken against them.

Panchayats were superseded and special officers were appointed to administer them for a year or two, when Panchayats could not work properly either due to local factions or opposition to taxation or any other undesirable features. Fresh Panchayat was ushered in only after the prevailing irregularities were removed and when the prospects of its smooth working were tolerably certain.

D. Supervision and Control: The District Boards, District Collectors and the Inspector of Local Boards and Municipal Councils through four Divisional Inspectors, District and Assistant Panchayat Officers supervised the work and controlled the administration of the Village Panchayats. But in practice the supervision and control exercised appeared to be very superficial. The dual control of the District Board and the District Collector led to much confusion. Even the Panchayat budgets were never properly scrutinised with the result that they went on accumulating heavy opening balances as if there was no work they could undertake, thus allowing their administration to deteriorate. The District Panchayat Officers, with hardly one or two Assistant Panchayat Officers under them, could not naturally inspect all the Panchayats at least once in a year. Without increasing the number of supervisory staff and avoiding the defects of dual control, better and effective supervision of the Panchayats could not be envisaged.

While the accounts of the Minor Panchayats were audited by the District Panchayat Officers, those of the Major Panchayats were audited annually by the Local Audit Department. But the introduction of auditing the accounts had not effectively improved the Panchayats and the audit remarks were never properly implemented by them as their failure to do so was not often met with any punishment.

Table No. 18—Constitutional Aspects of the Village Panchayats in Madras

Serial No.	Name of the Village	District	Date of Starting	Grade	Population	Reserve Seats				Ex-officio Members †	Method of Voting ‡	Brahmins	Kshatriyas	Kapurs	Kammas	Telugas	Lingayats	Weavers	Komatils	Kamsales	Artisans	Reddis	Adi-Andhras	Muslims	Christians	Hamlets	Wards
						Number of Members	Muslims	Christians	Herijans																			Women
1	Amalapuram	E. Godavari	1890	I	30000	16	2	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	2	14	
2	Tuni	"	1883	I	13053	15	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	2	13	
3	Bhimavaram	W. Godavari	1892	I	32000	12	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	2	9	
4	Narsapur	"	1894	I	30000	14	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	2	11	
5	Guntakal	Anantapur	1916	I	36000	16	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	4	12	
6	Mandapeta	E. Godavari	1891	II	13010	16	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	4	9	
7	Ramachandrapuram	"	1894	II	12868	14	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	3	11	
8	Tadepalligudam	W. Godavari	1932	II	13000	12	1	1	1	...	B	2	3	2	2	3	1	1	2	2	2	1	2	2	3	13	
9	Tanuku	"	1894	II	15000	15	1	1	1	...	B	1	2	5	2	2	3	1	1	2	2	1	2	2	4	12	
10	Nidadavol	"	...	...	...	...	...	...	...	...	B	1	2	5	2	2	3	1	1	2	2	1	2	2	4	9
11	Vuyyuru	Kistna	1894	II	10000	8	1	1	1	...	B	1	1	1	1	1	1	1	1	1	1	1	1	3	4	9	
12	Nuzvid	"	...	II	14000	15	2	1	...	...	B	2	1	5	3	12	...	...	...	...	...	...	...	...	2	13
13	Jaggayapeta	"	1896	II	12000	16	1	1	...	...	B	2	1	5	5	3	...	...	...	...	...	...	...	...	...	14
14	Kovvur	W. Godavari	1869	II	9933	12	1	1	1	...	B	2	1	5	5	3	...	...	...	...	...	...	...	...	...	8
15	Velpur	"	1918	III	10046	13	...	1	1	...	B	...	...	8	...	...	...	...	...	...	...	1	1	1	3	11
16	Attill	"	1894	"	9811	10	...	1	1	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	8
17	Undi	"	1919	"	6385	9	...	...	...	...	B	2	2	4	...	...	...	...	...	...	...	1	1	...	2	8
18	Akividu	"	1895	"	9872	12	1	1	1	...	B	1	3	3	...	...	...	...	...	...	...	1	3	...	1	8
19	Achanta	"	1884	"	15000	10	...	1	1	...	B	1	2	...	...	...	...	...	...	...	...	1	1	...	2	10
20	Penukonda	"	...	"	...	...	...	...	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
21	Peatapadu	"	1894	"	7931	9	1	1	1	...	B	...	2	2	2	1	...	...	...	...	2	2	...	...	...	8
22	Ganapavaram	"	...	"	8000	11	1	1	1	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	4	11
23	Razole	E. Godavari	1914	"	5897	11	1	...	1	...	B	4	5	...	...	...	...	...	...	...	...	...	...	...	4	7
24	Gudur	Kistna	1917	"	4810	10	...	...	...	...	B	1	6	...	...	...	1	...	...	...	...	...	1	...	2	8
25	Pedana	"	1890	"	10000	16	1	1	1	...	B	1	1	2	1	7	...	...	...	...	...	...	...	...	3	14
26	Kantaram	"	1917	"	4600	11	...	...	...	SO	B	...	...	...	...	...	...	...	...	...	...	...	...	...	4	9
27	Pamaru	"	1894	"	10600	14	1	...	...	...	B	2	1	...	...	...	...	7	...	...	1	3	...	...	7	6

(Table No. 18—Contd.)

Serial No.	Name of the Village	District	Date of Starting	Grade	Population	Number of Members	Reserve Seats				Ex-officio Members †	Method of Voting †	Brahmins	Kshatriyas	Kapus	Kammas	Telugas	Lingayats	Weavers	Kammas	Artisans	Reddis	Adi Andhras	Muslims	Christians	Hamlets	Wards
							Muslims	Christians	Brahmins	Women																	
28	Parvatipuram	Vizagapatam	1887	III	20600	13	1	1	1	...	S.O.	B	...	...	...	...	...	...	...	...	...	...	...	...	4	13
29	Bobbili	"	1886	"	21670	16	1	1	1	...	...	B	1	3	3	...	3	...	1	2	...	...	...	...	4	13
30	Salur	"	"	"	20580	16	1	1	1	...	...	B	4	3	15	3	...	...	...	...	...	...	...	...	2	14
31	Madugula	"	"	"	8364	11	...	...	...	...	...	B	4	3	3	1	...	...	...	...	...	...	...	...	4	9
32	Ohodavaram	"	"	"	11341	13	...	...	1	...	...	B	4	3	3	1	...	...	...	...	...	...	...	1	1	12
33	Kasimkot	"	1887	"	8000	13	1	1	1	...	S.O.	B	...	...	...	...	...	...	...	...	...	...	...	...	4	11
34	Yellamanchili	"	"	"	14075	12	1	1	1	...	...	B	2	2	1	2	2	...	...	1	...	...	...	1	...	9
35	Dharmavaram	Anantapur	1886	"	16000	13	1	1	1	...	S.O.	B	...	...	...	...	...	...	...	...	...	...	...	...	2	13
36	Kadiri	"	"	"	16033	14	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	4	11
37	Gooty	"	1888	"	15000	16	1	1	3	...	S.O.	B	...	...	...	...	...	...	...	...	...	...	...	...	2	13
38	Penu Konda	"	1886	"	5906	13	1	1	1	...	...	B	4	2	...	...	1	...	...	...	...	...	1	...	5	11
39	Dhone	Kurnool	1886	"	15000	11	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	2	9
40	Nandikotkur	"	1894	"	10000	11	1	1	1	...	...	B	...	1	1	1	2	6	...	...	...	...	...	3	3	12
41	Pattikonda	"	1894	"	10000	13	1	1	1	...	...	B	1	1	1	1	1	1	2	2	2	...	...	...	2	12
42	Maddikera	"	1892	"	10600	14	1	1	1	...	...	B	1	1	1	1	1	2	2	2	...	...	...	...	2	12
43	Kampil	Bellary	1896	"	7891	15	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	3	10
44	Raysdrug	"	1896	"	15560	15	1	1	1	...	...	B	1	2	1	1	2	4	1	3	...	...	...	...	...	...
45	Valluru	E. Godavari	1939	Minor	8000	11	...	...	...	...	...	S	...	11	3	...	...	...	...	...	2	1	...	...	...	...
46	Alamuru	"	1924	"	5000	11	...	1	1	...	...	S	3	1	3	...	...	...	...	...	...	...	...	...	...	...
47	Yeditha	"	1933	"	8000	16	...	...	1	...	...	S	...	2	2	1	...	...	...	...	...	...	...	...	...	...
48	Kapileswarapuram	"	1827	"	8000	15	1	1	1	...	...	B	3	2	2	1	...	...	1	...	...	...	...	...	...	14
49	Falivela	"	1940	"	1500	11	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	9
50	Avidi	"	1929	"	2000	13	...	...	...	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...
51	Bodasakurru	"	"	"	4800	15	...	...	3	...	...	S	3	2	4	4	...	1	...	...	...	...	...	...	...	...
52	Kothapeta	"	1894	"	12000	9	...	...	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...
53	Pulletikurru	"	"	"	"	"	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
54	Balantram	"	"	"	"	"	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

Table No. 19—Income of Village Panchayats in Madras (1946)

Serial No.	Name of the Village	Opening Balance	House Tax	Rate for House Tax per Rs. 100 Capital Value	Land Cess	Private Scavenging	Licenses Fees	Public Markets	Contribution for Markets	Cart Stands	Bus Stands	Slaughter Houses	Grass Sales	Fishery Rentals	Fines under Public Resort Act.	Sale of Manures	Registration Surcharges
(i)	(ii)	1	2	3	4	5	6	10	11	12	13	14	20	21	22	23	25
1	Amalapuram	9321	11000	3	1300	5000	2000	3400	..	8500	..	800	..	1000	..	10	..
2	Bhimavaram	24810	24899	3	1250	6050	5200	8500	..	2500	..	2140	..	500	..	600	25000
3	Tuni	78891	11150	..	100	3500	2000	13000	..	5500	..	1280	..	40	..	400	..
4	Guntakal	16662	15000	4	350	2000	4000	2700	..	2000	2000	1900	..	..	..	1000	..
5	Mandapeta	..	7000	2	1900	2460	1300	1400	2800	2000	..	210	..	1775	..	500	1000
6	Ramachandrapuram	10501	9542	2	1117	974	8327	990	..	1979	..	2182	..	125	..	..	..
7	Tadepalligudem	1850	18000	..	400	2000	5500	1000	30000	2000	..	210	100	..	..	100	..
8	Tanuku	10134	12000	3	1800	4200	2000	4530	..	2500	..	400	10	50	100	100	..
9	Vuyyuru	2258	6000	3	992	1000	2000	1000	..	200	..	200	300	..	..	100	4000
10	Nuzvid	13450	15000	..	500	1200	650	1200	..	300	1000	1200	..	..	50	500	..
11	Jaggayapeta	11674	10000	2	180	400	3000	1000	..	500	800	400	..	..	..	300	2000
12	Kovvur	1000	8000	5	780	2750	1000	800	..	..	..	..	..	..	150	25	..
13	Velpur	2822	5050	..	470	240	500	2600	..	560	..	..	..	200	..	100	1200
14	Attill	1886	7400	..	1700	400	2500	4000	..	1200	..	..	..	600	..	..	..
15	Undi	6358	2000	3	1000	1200	500	5000	..	300	..	50	..	50	..	250	..
16	Akividu	6039	5000	..	900	1000	1530	5000	..	505	..	300	..	45	..	100	..
17	Ahanta	3122	10000	..	2500	3000	1000	2000	..	200	..	250	..	..	500	25	..
18	Pestapada	568	3000	4	225	..	500	350	..	200	..	..	..	200	..	50	2000
19	Ganapavaram	2961	10000	..	700	300	800	3200	..	500	..	..	..	500	..	..	..
20	Razole	488	3200	2	516	1200	400	2500	..	2500	..	100	..	..	..	10	1000
21	Gudur (Kistna)	480	400	5	488	..	120	400	..	..	..	..	55	..	..	5	..
22	Pedana	..	5889	3	840	463	747	2047	..	..	..	120	800	150	..	152	..

23	Kantaram	7443	3000	8	760	...	203	...	...	...	...	4000	200	...	...	...	...
24	Pamaru	350	6000	4	1018	250	800	120	...	...	...	150	4000	100	...	20	...
25	Parvatipuram	25473	12500	4	550	100	5500	3000	...	3000	...	700	...	...	100	2000	...
26	Bobbili	5768	1000	...	1254	1500	4500	3500	...	...	...	1000	...	...	500	1000	...
27	Salur	7859	10000	...	300	50	3500	2000	...	350	225	550	...	...	100	...	...
28	Madugula	420	1500	...	780	120	3500	1400	...	300	200	500	...	...	...	...	...
29	Chodavaram	69328	4638	4	982	420	17	840	...	2935	...	500	...	10	...	...	...
30	Kasimkot	766	2900	...	446	...	1200	2500	...	2500	...	130	...	...	...	...	...
31	Yellamanchili	2031	5300	...	543	80	1000	1100	800	...	...	500	...	250	...	230	200
32	Dharmavaram	1852	8000	...	650	800	1500	2200	100	1200	...	300	...	150	350	400	...
33	Kauri	6710	9000	...	300	11000	1350	1400	350	1600	850	200	...	500	...	200	...
34	Gooty	863	11000	...	300	500	2500	100	...	2000	...	1200	...	...	...	...	...
35	Dhone	11675	50 00	...	140	30	1600	1200	...	1250	...	500	...	...	...	...	...
36	Nandikotkur	129	6000	...	220	500	...	1300	...	600	...	1000	...	...	...	250	...
37	Pattikonda	7113	3600	...	250	300	1000	1200	...	900	250	1150	...	...	...	750	...
38	Maddikera	2273	4000	...	150	500	950	700	100	...	560	100	...	...	...	400	300
39	Kampli	...	3190	2	683	305	634	2000	...	1050	...	56	...	...	...	185	...
40	Kayadrug	7762	10500	...	80	1000	1500	1500	...	3000	...	1500	...	...	100	200	...
41	Valluru	1744	...	...	700	...	...	...	...	...	...	1400	...	...	...	20	...
42	Yedicha	1500	...	...	1800	...	98	150	...	200	...	3200	800	...	...	20	...
43	Kapileswarapuram	...	...	...	1000	...	130	...	...	200	...	...	100	...	...	...	...
44	Paliveta	3936	600	2	1000	120	...	150	165	...	365	...	50	...	...	...	...
45	Alamuru	3715	...	...	1000	...	150	...	250	3000	...	1000	400	...	...	...	...
46	Avidi	36	...	...	2029	...	...	...	...	...	...	323	40	...	...	...	...
47	Bodasakurru	4673	...	...	632	...	...	...	...	...	...	...	12	...	...	...	...
48	Kochapeta	7008	1400	4	1000	870	...	740	...	640	...	150	...	...	5	...	...
49	Inavarru	508	...	...	650	...	...	...	...	...	...	...	20	...	...	...	...
50	Tempudi	3	...	...	60	...	...	...	...	...	...	108	...	...	...	...	...
51	Vasadi	...	...	...	600	...	...	150	...	...	...	100	100	...	...	...	...
52	Patala-Vomavaram	...	...	...	500	...	6	...	...	...	...	600	25	...	...	...	...
53	Mukkamala	127	...	...	550	...	...	...	...	...	...	...	100	...	...	...	...
54	Palakoderu	679	...	...	320	...	...	...	...	...	...	...	25	...	...	...	...
55	Kandavilli	10	...	...	1400	...	50	...	...	...	...	400	25	...	...	...	...
56	Aravalli	3	...	...	300	...	...	600	...	...	...	...	145	...	5	...	...
57	Gudur (Kurnool)	50	2500	...	310	220	60	1000	...	...	...	400	...	220	...	...	...
58	Kothavalasa	472	600	...	318	...	...	1000	...	...	...	...	130	...	...	...	...

(Table No. 19:—Contd.)

Serial No.	Name of the Village	Opening Balance	House Tax	Rate for House Tax per Rs. 100 Capital Value	Land Cess	Private Scavenging	Licenses Fees	Public Markets	Contribution for Markets	Cat Stands	Bus Stands	Slaughter Houses	Grass Sales	Fishery Rentals	Fines under Public Resort Act.	Sale of Manures	Registration Burcharges	
(i)	(ii)	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
59	K. Jagannadhapuram	...	1466	...	455	...	971	...	...	...	...	...	...	...	...	...	...	13
60	Vadada	...	...	...	360	...	350	900	...	...	...	...	...	...	...	...	...	...
61	Bukkapatnam	528	3200	...	1000	40	600	1000	...	...	...	100	...	2300	...	...	50	...
62	Gorantala	2022	1000	...	116	10	350	2000	...	...	200	...	...	20	...	...	40	80
63	Lepakshi	...	...	...	200	...	250	...	...	...	...	...	...	...	...	...	...	...
64	Veldurti	3394	1055	...	184	151	888	790	...	...	380	100	...	...	...	...	9	...
65	Betamoheria	979	2000	...	250	...	1024	...	...	...	...	100	...	...	...	...	...	...

N. B.—Columns omitted are supplied hereunder according to place, etc.

Col. 6—Rate of Private Scavenging :	Rs.
6. Ramachandrapuram	0-8-0
12. Kovvur	2-0-0
Col. 7.—Drain Tax :	
5. Mandapeta	1750
12. Kovvur	500
41. Valluru	164
Col. 8.—Food Adulteration :	
7. Tadepalligudam	10000
16. Akividu	1000
31. Yellamanobili	800
32. Dharmavaram	500

40. Rayadurg.	Rs. 500
48. Kothapeta	500
58. Kothavalasa	575
Col. 16.—Choultries :	
4. Guntakal	400
6. Ramachandrapuram	2
19. Ganapavaram	150
24. Pamara	80
Col. 17.—Burial Grounds :	
No statistics available	

Col. 18.—Aid to Village Panchayat Courts :	Rs.
46. Avidi	768
Col. 19.—Aid to Elementary Schools :	
46. Avidi	25
57. Gudur (Kurnool)	1000
62. Gorantala	336
Col. 24.—Ferries :	
39. Kampli	3100
43. Kapileswarapuram	4000
45. Alamuru	300
47. Bodasakurru	14660
57. Gudur (Kurnool)	70

(Table No. 19—Contd.)

Serial No.	Name of the Village	Entertainment Tax	Local Fund Cess Fines	Warrant and Destraint Fees	Rent and Produce of Lands	Deposits	Advances	Postal Interest	Management Receipts	Profession Tax	Miscellaneous	Aid to Library and Radio	Fairs and Festivals Fees	Dearness Allowance Grants	Lapsed Deposits	Avenues
		26	31	32	34	37	38	40	41	42	43	44	45	46	47	49
(i)	(ii)															
1	Amalapuram	10000	...	100	2000	6000	150	...	30	2200	5000	300	300	35
2	Bhimavaram	17000	2000	10	2000	1008	100	...	1600	5754	250	...	50	100
3	Tuni	4000	500	10	600	5000	200	...	...	2800	...	...	...	...	20
4	Guntakal	5000	1500	...	1750	2000	100	...	100	5000	...	...	300	...	...
5	Mandapeta	5000	305	...	600	3000	10	...	50	1320	50	260	...	...	700
6	Ramachandrapuram	2709	...	...	369	1692	22761	...	48	1739	23	...	...	...	500
7	Tadepalligudem	8000	...	50	...	26120	...	...	...	2000	...	...	...	...	6
8	Tanuku	6000	950	...	50	...	...	...	200	1600	...	...	50	...	...
9	Vuyyuru	4000	100	100	500	...	...	...	2700	1000	...	150	200	...	...
10	Nuzvid	4000	20	70	...	1000	...	200	50	1500	100	...	...	...	...
11	Jaggayapeta	6000	1000	20	...	100	...	500	500	2400	100	...	...	...	...
12	Kovvur	100	800	...	200	900	20	20	200	800	...	...	...	...	...
13	Velpur	...	20	...	...	1000	1425	...	60	400	...	...	...	...	600
14	Attill	400	600	...	1000	100	...	...	...	1000	...	...	50	7000	100
15	Undi	...	50	...	50	...	...	100	400	...	...	...	...	...	150
16	Akividu	500	200	5	100	45	500	...	100	880	300	...	300	...	...
17	Achanta	1500	100	...	...	1000	...	...	200	1000	...	100	...	...	...
18	Peatapadu	300	...	5	1200	...	20	...	...	400	...	...	...	2900	1000
19	Ganapavaram	...	30	...	...	500	150	30	40	400	...	...	...	...	...
20	Razole	...	1000	4	...	2000	200	...	550	300	...	...	...	...	450
21	Gudur (Kiatna)	...	...	...	...	...	...	...	300	...	...	...	...	...	85
22	Pedana	1848	...	...	...	...	...	25	...	...	...	...	21	...	...
23	Kantaram	...	...	2000	...	800	2095	...	...	...	...	...	...	...	...
24	Pamaru	1400	30	10	4000	...	5070	60	300	1145	...	...	...	...	...
25	Parvatipuram	4000	100	20	...	200	...	...	...	3000	...	...	...	...	...
26	Bobbili	1920	2000	6	100	1100	900	...	...	1700	...	...	...	...	1200
27	Salur	500	1000	10	...	...	...	...	...	3000	...	50	...	8000	150

(Table No. 19—Contd.)

Serial No.	Name of the Village	Entertainment Tax	Local Fund Fines Cess	Warrant and Destraint Fees	Rent and Produce of Lands	Deposits	Advances	Postal Interest	Management Receipts	Profession Tax	Miscellaneous	Aid to Library and Radio	Fairs and Festivals Fees	Dearness Allowance Grants	Lapsed Deposits	Avenues
(i)	(ii)	26	31	32	34	37	38	40	41	42	43	44	45	46	47	49
28	Madugula	250	200	10	100	1200	50	..	140	400	140	..	..	..	150	..
29	Chodavaram	..	38	..	195	600	..	..	157	387	..	..	..	..	405	10
30	Kasimkot	..	..	..	20	4710	50	..	..	400	..	..	..	..	..	..
31	Yellamanchili	200	5	..	300	1500	200	..	..	350	393	..	..	650	..	10
32	Dharmavaram	2600	200	..	..	..	..	..	50	1700	560	..	..	50	..	10
33	Kadiri	2000	700	10	..	..	1000	..	..	1800	540	..	..	..	..	..
34	Gooty	2000	..	8	..	..	..	..	100	1500	1092	..	100	600	..	..
35	Dhone	..	..	..	300	..	..	..	..	1200	..	..	..	..	..	200
36	Nandikotkur	..	20	10	1000	..	..	..	500	500	..	..	..	..	..	..
37	Pattikonda	..	200	10	..	..	..	..	..	900	300	..	..	..	..	..
38	Maddikera	100	..	..	..	..	..	..	150	800	130	..	..	..	600	..
39	Kampli	2040	..	..	..	..	..	..	444	..	..	..	..	..	..	..
40	Rayadrag	..	300	20	200	500	..	300	..	1200	..	..	50	..	..	..
41	Valluru	..	..	..	..	..	..	..	..	20	..	..	156	..	..	..
42	Yedicha	..	..	..	..	..	..	..	..	3	90	..	..	..	..	..
43	Kapileswarapuram	..	10	600	..	..	..	..	100	..	130	100	..	..	..	..
44	Palivela	..	..	..	..	..	..	..	..	..	..	..	895	..	..	..
45	Alamuru	..	..	..	..	27	..	..	..	..	..	..	..	367	..	..
46	Avidi	..	..	..	..	..	27	..	..	..	..	367	..	..	..	..
47	Bodasakurru	..	2	..	..	2817	..	3	50	..	..	..	..	..	..	..
48	Kothapeta	34	50	5	..	10	..	50	..	400	..	..	..	..	..	..
49	Inaparru	..	650	100	..	..	..	..	..	..	..	..	..	..	..	..
50	Itempudi	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3
51	Vasadi	..	..	..	..	..	..	..	..	..	..	..	..	..	..	20
52	Pittala-Vomavaram	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
53	Mukkamala	..	..	..	..	..	..	..	..	..	..	..	..	..	..	100
54	Palakoderu	..	200	..	..	..	..	..	..	1000	..	..	..	..	1500	..

55	Kandavilli	...	2000
56	Aravalli	...	576	10
57	Gudur (Kurnool)	...	2724	67	...	...	...	...	100	...	...	...	...	1600	500
58	Kothavalasa	...	...	...	...	...	...	...	326	...	...	...	...	...	1100
59	K. Jagannadhapuram	...	...	...	...	...	12	...	...	...	...	...	748	...	100
60	Vadada	...	...	...	...	...	12	...	...	...	...	...	...	...	...
61	Bukkapatnam	100	100	...	...	...	...	150	320	...	...	250	...	...	...
62	Gorantala	1200	15	30	...	...	...	...	200	...	100	...	4500	...	...
63	Lepakshi	...	...	...	...	...	...	20	...	...	...	...	...	...	...
64	Veldurti	309	...	223	...	...	...	...	375	...	...	...	...	...	50
65	Betamcherla	...	...	...	...	...	...	...	...	...	...	...	...	...	...

N. B.—Columns omitted are supplied hereunder according to the place, etc.

Col. 27.—Interest on Loans :	Rs.			Rs.		Col. 50.—Sale of Old Stores :	Rs.
27. Salur	50		28. Madugula	5500	3. Tuni	100	
56 Aravalli	10		30. Kasimkot	10	10. Nuzvid	50	
Col. 28.—Interest on Securities :			36. Nandikotkur	500	20. Razole	50	
No statistics available			Col. 35.—Earth Fees :		33. Kadiri	200	
Col. 29.—Encroachments :			12. Kovvur	50	38. Maddikera	200	
10. Nuzvid	500		40. Rayadrug	200	62. Gorantala	30	
22. Pedana	388		Col. 36.—Penalties :		Col. 51.—Magisterial Fines :		
30. Kasimkot	50		5. Mandapeta	15	4. Guntakal	1000	
34. Gooty	100		12. Kovvur	50	8. Tanuku	750	
42. Yeditha	10		13. Velpur	500	12. Kovvur	150	
Col. 30.—Godown Rents :			14. Attili	1000	13. Velpur	170	
7. Tadepalligudam	1000		38. Maddikera	500	14. Attili	900	
13. Velpur	5		40. Rayadrug	1500	19. Ganapavaram	780	
31. Yellamanchili	100		56. Palakoderu	106	25. Parvatipuram	400	
38. Maddikera	100		Col. 39.—Bore-hole Machine Fees :		27. Salur	1000	
53. Mukkamala	10		18. Pestapadu	550	30. Kasimkot	500	
Col. 33.—Donations :			24. Pamaru	100	40. Rayadrug	1300	
2. Bhimavaram	3500		33. Kadiri	200	Col. 53.—Animal Tax		
17. Achanta	3000		Col. 48.—Grants and Contributions :		No statistics available.		
23. Kantaram	2000		5. Mandapeta	2500			
25. Parvatipuram	20		38. Maddikera	600			
			42. Yeditha	100			

Table No. 20—Expenditure of Village Panchayats in Madras (1946)

Serial No.	Name of the Village	Roads, Construction and Maintenance	Choultries	Lighting	Libraries	Cleaning Streets	Public and Private Latrine	Wells & Water Supply	Slaughter Houses	Public Markets	Fairs & Festivals	Planting Trees	Cart and Bus Stands
		a	b	c	d	e	f	g	i	j	k	l	A	B
1	Amalapuram	9000	...	5024	1384	...	...	1000	...	312	400	700	800
2	Tuni	12000	3500	2800	300	6000	10000	2000	500	...	...	...	500
3	Bhimavaram	11000	1500	3000	300	15700	7500	5300	500	500	200	...	500
4	Guntakal	8000	100	3500	...	20000	3400	1750	100	300	200	200	200
5	Ramachandrapuram	6627	...	7438	...	3637	...	825	135	508	150	450	452
6	Tadepalligudam	8000	...	1900	600	3500	7300	500	150	200	...	300	150
7	Tanuku	9000	...	2000	300	4500	9000	1000	10	...	50	10	500
8	Nidadavol	3000	...	4000	200	2200	8700	500	...	...	100	400	500
9	Vuyyuru	5000	100	200	500	800	3000	2000	1000	...	200	...	100
10	Nuzvid	2000	...	2000	...	12000	3000	1000	...	1500	...	...	800
11	Jaggayapeta	68000	...	5000	500	13000	3000	3700	200	150	...	...	550
12	Korvur	1500	300	1200	150	4000	6000	600	80	40	50	...	200
13	Velpur	3200	...	500	65	450	3050	450	...	100	...	60	60
14	Attill	4000	...	300	...	500	7000	1500	...	2000	500	...	...
15	Undi	870	...	500	30	1200	4100	80	100	300	...	...	100
16	Akividu	6000	...	2000	200	4700	700	1500	1000	200	...	...	200
17	Achanta	2000	2000	3000	400	3800	4500	500	100	200	...	100	...
18	Peatapadu	1500	...	...	75	...	3300	1500	...	350	1100	...	100
19	Ganapavaram	3000	...	...	75	395	2050	962	...	...	...	350	...
20	Razole	3000	...	2000	...	3500	600	975	1000	1500	...	...	1500
21	Gudur (Kistna)	400	...	550	...	570	...	10	200	200	...	...	...
22	Pedana	306	293	1066	117	580	2646	...	500	400	150	...	10
23	Kantaram	3800	...	...	300	1200	2000	...	...	...	...	...	...
24	Pamaru	2098	400	1500	150	1000	3000	1000	500	500	...	...	500
25	Parvatipuram	4600	...	2500	250	...	19900	3000	500	500	...	200	3000

26	Bobbili	1500	...	...	30	1000	13090	1300	50	...	1570	500	150
27	Salur	4000	...	2600	250	8856	4902	1000	275	...	...	...	300
28	Madugula	600	...	650	300	800	6503	300	300	200	50	...	...
29	Chodavaram	1484	...	886	...	3275	6895	1159	255	447	...	...	131
30	Kasimkot	2000	...	1000	...	4474	624	200	100	400	...	...	100
31	Yellamanchli	3000	400	1050	...	6000	1200	...	...	1506	...	...	1000
32	Dharmavaram	1800	...	2400	...	350	8100	2250	200	600	50	...	...
33	Kadiri	1500	...	3000	...	2700	1800	...	50	100	50	50	50
34	Gooty	1000	...	3000	...	10000	800	...	...	...	100	...	500
35	Maddikera	200	...	700	60	...	50	100	10	10	20	20	...
36	Kampli	2274	...	1275	...	1000	5685	...	...	77	...	...	...
37	Rayadrug	3500	...	3000	250	700	8204	300	500	400	...	...	...
38	Dhone	2000	...	...	200	6500	400	...	...	...	100	...	...
39	Nandikotkur	2000	...	1600	80	750	3900	50	350	...	50	...	100
40	Valluru	2800	...	...	30	...	180	108	...	...	...	500	...
41	Yeditha	2800	...	...	200	905	300	400	...	...	...	80	...
42	Kapileswarapuram	1000	...	300	...	1100	...	...	...	...	1000	...	200
43	Palivela	450	...	300	...	240	96	250	...	...	...	...	20
44	Alamuru	3500	...	...	150	654	700	...	...	...	...	...	...
45	Avidi	1379	883	...	91	...	...	571	...	...	...	...	...
46	Bodasakurru	800	8450	...	...	...	...	183	...	...	...	...	...
47	Kothapeta	4000	2630	1000	...	...	1000	2000	72	...	3000	...	...
48	Bekkapatnam	1000	...	2000	...	100	100	1500	...	...	350	...	...
49	Pattikonda	1000	...	1500	...	300	4800	200	200	500	...	...	500
50	Inaparru	...	...	...	...	...	90	90	...	...	...	...	...
51	Vasadi	200	1900	330	125	108	100	...	...	...	...	...	...
52	Itampudi	103	895	...	...	...	...	...	...	...	...	...	...
53	Mukkamala	1500	...	...	100	50	...	150	...	...	...	...	...
54	Palakoderu	300	20	...	100	...	360	...	...	...	...	...	...
55	Kandavilli	6200	...	200	...	72	228	...	...	...	...	...	...
56	Aravalli	1000	...	...	150	...	...	1000	10	10	...	...	...
57	Kothavalasa	1500	2748	...	...	258	210	60	...	220	...	...	...
58	K. Jagannadhapuram	2284	...	20	1704	...	...	237	...	...	...	...	...
59	Gorantala	500	336	500	60	...	1596	1000	...	...	...	...	...
60	Veldurti	...	...	131	...	84	750	...	10	...	...	...	...
61	Betamcherla	900	...	...	...	...	...	700	100	...	...	...	...

For the villages : Narsapur, Penukonda, Vadadi, Pedabogila, Bhogapuram, Choudavada, Govada, Bukkarayasamudram, Brahmanayeleru, Lepakshi, Kallur, Joharapuram, Muddapur, Gokavaram and Bayyavaram, etc. details are not available.

N. B.—Columns omitted are supplied hereunder according to place, etc:—

Col. e.—Drains and Sewage :	Rs.	Col. m. Talims :	Rs.		Rs.
7. Tanuku	400	50. Inaparru	20	7. Tanuku	1500
13. Velpur	500	55. Kandavilli	140	8. Nidadavol	1800
16. Akividu	350			15. Undi	200
22. Pedana	200	Col. n. Parks :		19. Ganapavaram	300
33. Kadiri	200	11. Jaggayapeta	400	21. Gudur (Kistna)	40
34. Gooty	2000	27. Salur	1300		
37. Rayadrug	1500	30. Kasimkot	100	Col. N. Welfare Measures :	
Col. h.—Burial Grounds :		47. Kothapeta	3000	1. Amalapuram	200
3. Bhimvaram	2000	49. Pattikonda	100	4. Guntakal	3000
7. Tanuku	1000	Col. L. Dispensaries :		16. Akividu	500
10. Nuzvid	200	1. Amalapuram	1735	51. Vasadi	400
28. Madugula	100	3. Bhimavaram	2500	52. Mukkamala	100
30. Kasimkot	200	5. Ramachandrapuram	601		

Col. C.—Taxes and Porambokes.
 Col. D.—Supervision of Buildings.
 Col. E.—Building Regulations.
 Col. F.—Registration of Births and Deaths.
 Col. G.—Control of Ponds.

Col. H.—Village Protection.
 Col. I.—Agriculture.
 Col. J.—Cottage Industries.
 Col. K.—Schools Maintenance.
 Col. M.—Gratuities.

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Table No. 20—(Contd.)

Serial No.	Name of the Village	Establishment	G. P. R. Contribution	Law Charges.	Electric Expenses	Survey Charges	Tools and Plants	Radio	Epidemics Staff and Disease Contingencies	Donations	Deposits	Advances	Office Contingencies
(i)	(ii)	1	2	3	4	5	8	9	10	11	12	13	18
1	Amalapuram	...	2000	...	...	...	...	...	10000	...	8000	400	100
2	Tuni	5000	300	400	150	500	...	...	1000	...	...	...	1000
3	Bhimavaram	9412	188	300	...	2000	500	500	1500	5000	5000	...	1600
4	Guntakal	...	...	...	...	...	...	...	100	...	...	...	...
5	Ramachandrapuram	2349	535	25	6705	...	...	61	121	...	...	...	43
6	Tadepalligudam	5180	150	50	...	300	...	1000	400	...	2900	1800	...
7	Tanuku	...	...	...	...	50	...	...	1000	...	...	...	...
8	Nidadavol	7000	2160	200	100	...	...	...	300	...	...	...	2000
9	Vuyyuru	...	...	...	...	...	...	150	100	...	...	...	...
10	Nuzvid	...	3000	...	...	...	...	300	500	...	...	...	300
11	Jaggayapeta	4000	3300	500	...	...	...	2000	...	...	...	...	600
12	Kovvur	1700	85	50	10	...	...	...	...	...	1200	...	700
13	Velpur	2880	175	50	30	200	500	170	300	...	...	...	...
14	Attill	...	...	...	...	50	300	...	300	1000	...	...	...
15	Undi	2000	70	200	50	10	...	300	50	...	...	...	...
16	Akividu	3000	1000	...	...	100	200	200	200	1500	200	...	800
17	Achanta	1700	1400	100	...	100	300	300	100	10	...	...	1000
18	Peatapadu	2400	50	100	100	50	...	150	200	...	400	200	400
19	Ganapavaram	2237	200	25	...	...	...	150	...	1300	150	...	1200
20	Razole	...	...	...	...	500	100	140	700	...	2000	200	...
21	Gudur (Kistna)	447	50	50	25	...	...	...	...	...	...	...	50
22	Pedana	...	...	...	...	...	50	188	...	...	...	...	...
23	Kantaram	1970	30	300	100	100	...	...	...	...	...	800	200
24	Pamaru	3200	400	100	50	500	...	200	500	...	...	...	...
25	Parvatipuram	6800	200	1000	600	...	...	...	500	...	...	...	...

Table No. 20—(Contd.)

Serial No.	Name of the Village	Establishment	G. P. F. Contribution	Law Charges	Electric Expenses	Survey Charges	Tools and Plants	Radio	Epidemics Staff and Disease Contingencies	Donations	Deposits	Advances	office Contingencies
(i)	(ii)	1	2	3	4	5	6	9	10	11	12	13	14
26	Bobbili	4988	...	...	...	...	...	...	50	...	...	...	...
27	Salur	1452	1084	...	...	1500	...	475	300	400	2000	1000	1100
28	Madugula	3750	1300	200	200	...	...	...	...	100	50	...	500
29	Chodavaram	2648	925	...	...	...	...	...	...	18103	...	...	...
30	Kasimkot	304	564	...	...	...	...	200	...	...	...	...	300
31	Yellamanchili	2000	980	...	...	...	...	...	20	1500	500	...	...
32	Dharmavaram	3800	600	...	50	...	...	180	400	20	1000	800	...
33	Kadiri	3700	...	...	...	350	...	...	...	...	...	...	...
34	Gooty	2370	1800	...	...	...	...	...	...	...	...	...	400
35	Maddikera	1360	470	...	...	...	...	...	...	...	...	...	300
36	Kampli	1877	460	...	...	...	...	...	...	21	75	...	...
37	Rayadrug	3350	300	...	...	...	100	...	...	...	...	...	...
38	Dhone	2480	...	...	...	...	...	...	...	...	...	...	...
39	Nandikotkur	1600	900	...	...	...	...	120	...	500	1000	...	...
40	Valluru	180	...	100	...	...	...	...	...	...	...	...	100
41	Yeditha	410	20	...	...	...	...	...	...	...	...	...	48
42	Kapileswarapuram	700	30	50	100	200	100	200	200	...	...	...	120
43	Palivela	240	...	100	...	...	...	150	...	...	...	300	150
44	Alamuru	192	...	...	...	...	...	...	...	...	...	...	100
45	Avidi	505	...	...	...	...	...	...	...	...	...	...	...
46	Bodasakurru	172	...	...	...	...	...	...	...	...	...	...	...
47	Kothapeta	1120	...	150	100	...	...	500	200	170	...	...	...
48	Bukkapatnam	2400	670	...	...	300	...	...	...	200	500	...	...
49	Pattikonda	1600	80	100	100	...	...	...	100	400	...	...	...

50	Inaparru	...	...	...	...	...	...	...	...	...	...	...	...
51	Vasadi	...	...	...	...	...	...	...	...	...	...	...	...
52	Itempudi	...	...	...	...	...	...	...	...	...	...	...	...
53	Mukkamala	475	...	50	25	...	50	...	...	...	...	...	...
54	Palakoderu	...	...	20	50	...	...	151	...	...	...	...	...
55	Kandavilli	400	...	...	...	200	...	...	...	...	...	...	...
56	Aravalli	840	...	...	...	...	...	...	...	...	...	...	...
57	Kothavalasa	240	...	...	...	...	...	...	...	...	...	...	...
58	K. Jagannadhapuram	408	...	...	...	...	...	...	...	...	...	...	...
59	Gorantala	508	372	...	...	...	...	120	...	...	...	...	140
60	Veldurti	235	...	...	...	...	...	160	...	...	...	...	...
61	Betamcherla	260	...	...	...	...	...	...	...	...	...	...	120

N. B.—Columns omitted are supplied hereunder according to place, etc.

Col. 6.—Dogs Catch.
Col. 7.—Management Charges.
Col. 14.—Electric Licenses.

Col. 24.—Dearness Allowance.
Col. 25.—Travelling Allowance.
Col. 26.—Miscellaneous Contingencies.

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Col. 15.—Health Staff and Contingencies. Rs.
1. Amalapuram 4700
Col. 16.—Village Panchayat Office
Management :
1. Amalapuram 9000
Col. 17.—Contribution to Pensions :
1. Amalapuram 225
13. Velpur 50
41. Yeditha 15

Col. 19.—Health Week :
40. Valluru 20
Col. 20.—Contingencies :
40. Valluru 10
Col. 21.—Estimation Costs :
40. Valluru 40
Col. 22.—Grass Lease :
9. Vuyyuru 100

Rs.
23. Kantaram 500
36. Kampli 495
40. Valluru 135
44. Alamuru 200
45. Avidi 49
57. Kothavalasa 52
Col. 23.—P. W. D. Rent :
35. Maddikera 400

Section II: Schools in Madras Panchayats

PART I

Administrative and Legislative Position on the Eve of the Enquiry

At the time when the reformers of Local Self-Government became busy with the revival of the age old village Panchayat, Village Unions were first started wherever the village Rate Schools were first existing. The maximum distance from the school to the Union periphery was never more than two or three miles. House tax was legalised and collected only in places where schools existed. But in course of time, the system went out of vogue and the schools fell into abeyance, as the rural communities for whose sake they were intended did not evince much interest in their development. Huge arrears of house tax were left uncollected, the teachers unpaid and the system died a natural death. By 1870, only 101 schools were found working out of the original 271, which were started. Elementary education, it was realised, could not be maintained by collection of voluntary rates, and a regular compulsory cess was thought of. Though the original idea of instituting such a compulsory cess was there from 1859, it was postponed to 1868, due to the lack of support of Sir Charles Trevelyan in the earlier years. It was only when the necessity of supplementing the Imperial Revenues with local taxes was found inevitable, it was resorted to. But even this did not find favour with the villagers and had to be ultimately abandoned by 1873-74.

It was with the revival of Panchayats in 1920 by legislation, that fresh stimulus was given to the Panchayat Schools too. About 1,300 village schools were established in the period between 1920 to 1930 and half of them had their own buildings. The inspecting staff of the District Board was consulting the Panchayats for making the necessary recommendations everytime and for sanctioning of grants.

The starting and promotion of Panchayat Schools became thus so accomplished a factor in Local Government that by 1945 in every part of the Province there were several Panchayat Schools established and found working as below :

Panchayat Schools in Madras. (1938-44)

Year	No. of Schools Provided	No. of Schools that Worked	No. of Teachers Employed	No. of Pupils
1938-39	1512	1463	1983	70899
1939-40	1512	1471	2037	72975
1940-41	1512	1455	2033	73790
1941-42	1512	...	1970	70265
1942-43	1512	1492	1893	75517
1943-44	...	...	...	...
1944-45	1512	1380	1950	70247

(Figures for 1941-42 and 1943-44 were not fully available).

Since the beginning of the war, the number of the Panchayat Schools remained steady and stationary. One of the reasons responsible for their slow growth was the poverty and reluctance of most of the villagers to provide buildings for the schools at their own cost. While the grant from the District Boards was very inadequate, the capacity to raise their own resources was not everywhere happy.

In Kurnool and Bellary, Districts, the Panchayat Schools were not so prominent or popular as in the Circars.

PART II**Actual conditions as revealed by the survey.**

All the Panchayat Schools selected for enquiry were from Minor Panchayats. Conditions were found to be very unsatisfactory and unattractive for teachers to come and work in these schools. Presidents of the Panchayat Boards were very often to appoint and dismiss the teachers for unsatisfactory work. The teachers went and joined other schools suppressing their previous records. All this was done very often without the necessary permission of the District Educational Officer.

Condition in selected Panchayat Schools in Madras. (1946)

Place	District	Established in	No. of Teachers	Salary p. m.	D. A. p. m.	Number of Pupils	Working Hours		Government Grant per annum
							a. m.	p. m.	
Avidi	East Godavari	1930	2	Rs. 15	Rs. 10	50	7-30—10-30	2-5	R. s. 60
Doddampeta	"	1925	4	**	**	80	-do-	-do-	***
Kothavalasa	Vizagapatam	1927	2	16	17	53	7-10	2-5	900
" Dabalu	do,	1931	3	17	16	60	-do-	-do-	826
Itempudi	West Godavari	1928	2	17	16	118	-do-	-do-	900
Inaparru	do.	1928	3	22	16	90	-do-	-do-	826
Vemavaram	do.	1928	2	17	26	88	-do-	-do-	***
Gorantala	Anantpur	1928	1	+ 8 12	16	60	-do-	-do-	***
Lepakshi	do.	1933	1	15	18	80	-do-	-do-	***
Gudur	Kistna	1928	1	12	16	60	-do-	-do-	***

*** — Details not available

In East Godavari the Panchayat school for instance at Avidi was started in 1930 by an order of the Registrar General of Panchayats at that time. It was providing instruction upto vernacular 5th standard. The Panchayat provided the school with an independent building of its own in 1934. The pay of the teacher was met with from the grant of the Inspector of Local Boards i. e. yearly Rs. 60 and the additional expenditure being met with from the funds of the Panchayat. Due to financial disability of the Panchayat, the running of the school was also very unsatisfactory. The teacher was getting Rs. 15/- p. m. His appointment, promotion, suspension or dismissal were all entirely at the mercy of Panchayat subject to the control of the District Educational Officer. The usual working of the school was from 7-30 to 10-30 a. m. and 2-0 to 5-0 p. m. Doddampeta Panchayat School in the same district was reported to be working very satisfactorily, but the lack of sufficient co-operation did not make it possible for conducting actual investigation into the working of this school. In West Godavari two Panchayat Schools were chosen for survey, one known for its efficiency and the other known for its unsatisfactory management i. e. Inaparru and Itempudi respectively.

In Inaparru, the Panchayat School was happy under the management of the Panchayat Board which looked to its efficient working. It had 3 teachers. The school was getting a grant of Rs. 826/- and the scales of pay of the teachers were for 2nd grade, basic Rs. 22/- plus Rs. 16/- D. A. and for higher grade, basic Rs. 17/- plus Rs. 8/- plus Rs. 16/- D. A. All the teachers were senior ones and were eager to serve the school without leaving it, in spite of the low remuneration compared with that given by the District Board Schools. This was because of the smooth relations existing between the Board and the School. There were about 88 boys and girls. The average attendance was about 60.

The grant of the teacher's pay from the Inspector of Local Boards was received only once in a year, but, the Panchayat Board paid its teachers regularly, granted them casual leaves of 15 days in a year and in addition to giving them whatever other meagre facilities it could give.

Here the teachers feel that if their scales of pay were revised and they were paid the same scales as those of the District Board they would have better incentive to work.

The working hours were from 7 to 10 a. m. and 2 to 5 p. m. The school was closed in agricultural season and worked in summer instead, to avoid greater absence of children of the cultivators. The

Panchayat Schools were never properly inspected either by the District Board or by the Governments' Inspectors.

The school in Itempudi presented a wide contrast to that in Inaparru. Here the school was started about 15 years ago and 3 teachers were found to be working. A free site was given by the villagers to construct a building for the school, but, as the proposed building had not materialised so far, the school was situated in a rented building.

The grant from the Inspector of Local Boards was Rs. 900 per annum for the running of the Panchayat School, and the pay scale of the teachers was Rs. 17 basic plus Rs. 16 D. A per month. The strength of the school, both boys and girls including, came to 90. The school worked from 7 to 10 a. m. and 2 to 5 p. m.

The Panchayat Board appointed the teachers, gave them furniture, buildings, contingencies towards stationery, supervised the school attendance and checked the school teachers' work.

But the school teachers were in general a most dissatisfied lot. For grant of leave, the permission of the Dy. Inspector, District Educational Officer and Inspector of Local Board was required, with the ultimate result of their not getting it, or getting it long after they required it. Hence the teachers demanded leave rules, provident fund facilities, annual or biennial increments, introduction of service registers, promotions, transfers, pension and provincialization of their services, instead of keeping them at the mercy of the Panchayat Boards, which were very often hot beds of party strife and corruption. Another difficulty was they did not get even that inadequate and miserable pay for five to six months. It was becoming very difficult for them to pull on for such long intervals without any aid from the Panchayat. The Panchayat was too poor to advance them with funds till they got the grant from the Inspector of Local Boards.

Itempudi Panchayat School was thus an example of the unsatisfactory type of Panchayat School management, which never thought of the prospects and happiness of the teachers who worked for the social well-being of the village community.

Similarly such good and bad examples of Panchayat Schools were to be found in every district. In Vizagapatam, Kothavalasa Panchayat was running an efficient Panchayat Board School. Govada which was having an elementary school was enthusiastic enough to start a high school.

In Kothavalasa the first Panchayat School was started in 1927, the second in 1928, the third and the fourth in 1930, and another

in 1931 at Dabalu hamlet in the Panchayat. Another was started in Chipuruvalasa another hamlet but that was subsequently abolished by the District Board due to its inferior working. In Chipuruvalasa School there were two teachers and 42 boys and girls. In Kothavalasa, there were two teachers and the strength of the school was 53. In Kothavalasa, strength of the Dabalu school was 118, while the number of the teachers was 3 and another was to be appointed. In Watti another hamlet it was a single teacher school with a strength of 35 .

While thus Kothavalasa Panchayat proper was running two schools, the suburbs were having 2 each at a distance of only 3 miles. Independent school building was provided for only one school at Dabalu, while the other school was kept in a rented building.

The scale of pay for the teachers was Rs. 15 plus Rs. 16 D. A. There were no rules for leave, promotion, increment or pension. The teachers could be appointed as well as dismissed by the Panchayat, subject, of course, to the approval of the District Educational Officer. The school teacher could go in appeal in case injustice was done to him by the Panchayat.

The working hours of the school were the same here as in other Panchayat Schools, 7-10 a. m. and 2-5 p. m.

In Gorantala originally there were two Panchayat Schools, one at Gummaigari Palli and the other at Singireddi Palli. The school at Singireddi Palli was closed due to the want of a teacher, because the scale of pay in force was only Rs. 12 plus Rs. 16 D. A. Though the President and members of the Panchayat supervised the working of the school from time to time, as no incentive was ever provided for the teachers, they usually got disgusted soon, and went out in search of better jobs.

Lepakshi Panchayat near Hindupur in Anantpur had a Panchayat School since 1933. Since the pay of the teacher was only Rs. 15 plus Rs. 18 D. A. three teachers already changed hands and nobody was prepared to work on the low remuneration offered, though the Panchayat paid for its contingencies, furniture and stationary.

PART III

Observations

The institution of Panchayat School had everything in it to commend, but in actual practice there were several snags which should be removed if it is to work properly.

Some Panchayat Schools had nice school buildings in addition to grants for contingencies from the Panchayats, District Board or the State Government. Sometimes the contributions were from the enthusiastic public. But there were still many bad specimens. The poor salary scales of the Panchayat school teachers cast a great slur against them. They were a most neglected lot. In the majority of cases, they were entirely at the mercy of the Panchayats, had no service or even leave regulations, no facilities of provident fund or pension. Sometimes even the poor salary of Rs. 15 p. m. was not paid for months, till the grant from the Inspector of Local Board came to their rescue for paying them. The State Government so far did nothing to regulate the sanction of the grants in time to obviate this distress. Under such cold and distressingly discouraging circumstances, it was a miracle that the institution of the Panchayat School still survived. Its survival appeared to be in no small measure due to the public spiritedness and sense of local patriotism of the village school teachers, though in some cases, it was also due to their sense of despair or a sense of their utter helplessness.

The Panchayat Schools had several advantages in the sense that teachers and the taught knew each other intimately, the parents of the children as well as the Panchayat members would be looking to the progress of the children from time to time. But, if the Institution was to survive honourably, something should be done to improve the lot of the teachers by paying them decently and enabling them to live decent and honourable lives with a sense of security, self-respect and integrity.

Section III : Village Courts and Panchayat Courts.

PART I.

Administrative and Legislative Position at the Time of the Survey

Administration of justice by trial by Panchayats was one of the salient features of the Indian Polity from times immemorial. The intimate knowledge of local officers, men and matters possessed by the village elders enabled them to decide the disputes brought before them in a fair and dispassionate way. The local influence and prestige of the village elders and consideration of social ex-communication and popular disapprobation of their acts acted as a strong deterrent to the offenders who could be won over to the right path. This system being cheap, efficient, expeditious and effective, continued to be in force for centuries. The structure of the village community and its internal organization remained unaffected for long despite the drastic political and economic upheavals that affected sweeping changes in the history of the country. There is ample historic evidence to bear testimony to this fact. In spite of the political interregnum created especially in South India after the fall of the Moghul Empire in the 18th century and the anarchy that prevailed in several parts, the village communities continued to work uninterrupted. Sir Thomas Munroe, who worked in the Ceded Districts left very vivid description of the working of the Judicial Panchayats towards the beginning of the 19th century. The village officers in Madras like the Munsif and the Karnam were very influential leaders of the community and very often they were the dispensers of justice. The later British rule tried to perpetuate this system in spite of its efforts towards centralisation. A committee that was presided over by Sir Thomas Munroe towards 1816, centralised the power of civil and criminal jurisdiction in the hands of the local hereditary village officials in Madras. Later legislation in Madras in this connection also followed the same lines. The Madras Village Courts Act of 1888, later amended in 1919 and 1936, had laid down the procedure for the administration of justice by Village Courts and Panchayat Courts. According to this Act, the Provincial Government brought all the Village Courts under the control of the Village Munsifs. He was the judge of the Village Court and sometimes the President of the Panchayat Court, if there was one established in the locality.

A. Structure : The Provincial Government by notification in the Gazette was empowered to establish a Village Court for a group of two or more villages in lieu of the several Courts previously existing therein or a new Village Court for any specified area. In villages where there were no Panchayat Courts, village Munsif was to be appointed by the Collector. The District Collector had a right to suspend or remove a village Munsif or a member of a Panchayat Court for incapacity, neglect of work, misconduct or other just and sufficient cause and was to do so on a requisition passed by the District Judge for the cause appearing in the judicial proceedings of a Village Court. (Sections 6, 7 and 8 of the Madras Village Court Act, 1887). For every order of suspension or removal an appeal might be made within 3 months to the Board of Revenue if the order was passed by the Collector without the orders of the District Judge or to the High Court. The decision of the Board of Revenue or the High Court should be final.

The Provincial Government was to constitute a Panchayat Court for a village or group of villages and therefore no Court of a village Munsif should exercise jurisdiction in any such area. For every Panchayat Court, the Collector was to determine the number of members, but they should not be less than 5 and more than 12. The members were to be appointed by election and out of them, one shall be elected as a President and another as a Vice-President to preside over the deliberations and if both were absent, the Panchayat Court might elect one of the remaining members to be the President for the time being. The term of membership was for 3 years. In addition to the usual members, the Collector might also appoint at his discretion not more than 2 members from the Minority Communities, for example, Muslims, Indian Christians or Backward Classes in the area. The presence of 3 members during any sitting constituted the quorum. All the Civil and Criminal suits in the area were transferred to the Village or Panchayat Court established therein. The village Munsif should keep a register of all suits referred to the Village Court and should write the proceedings of the Court. The village Karnam should assist him in this work if required. The village servants were usually employed in serving summons, notices

and orders and for seizing, selling and delivering movable properties under this Act.

B. Finance : The income of the Village and Panchayat Courts mainly consisted of the fees charged for the process, for the execution of decrees and for the supply of copies of decrees and other records. The village officers like the Munsif and the Karnam and the other village servants were hereditary with fixed pay and incomes. The members of the Panchayat Court were all honorary and as such the establishment expenses were practically nil. This was the main advantage of the administration of justice by the Village Courts and Panchayats Courts. As no legal practitioners were essential to appear either in civil or criminal proceedings, the parties were saved from the expenses of litigation, while they were enabled to have effective and early justice.

C. Functions : The Village Courts and the Panchayat Courts had both Civil and Criminal Jurisdiction.

Civil Jurisdiction : The civil suits admissible before these Courts were for claims not exceeding Rs. 50 or upto Rs. 200 with the written consent of both the parties. The President or members should not decide cases to which they were parties. Cases which were once tried by another Court of competent jurisdiction were not to be entertained and claims which were once judiciously reduced could not be raised again. After serving the summons on the parties by the village servants, cases were fixed for hearing and if the defendant failed to appear, the Court was competent to give an *ex parte* decree. Legal practitioners were allowed to appear on behalf of any parties. Witnesses were summoned to give evidence, if they were within 5 miles distance and if the distance was more, the Munsif of the other village was intimated to take interrogation of the witness and to send it. Women who according to the custom could not be called in public or if they were sick, were heard at home. After hearing the parties and recording evidence, the Village or Panchayat Court was to arrive at just and fair judgement.

Criminal Jurisdiction : The Provincial Government might by a notification in the Gazette empower a Panchayat Court to try all or

any of the following offences—offences punishable under Sections 160, 277, 289, 290, 323, 334, 352, 358, 379, 426, 504 and 510 of the Indian Penal Code and offences punishable under Section 3 Clause (9), 11, 12 of the Town Nuisance Act of 1889, etc. If a Panchayat Court found an accused person guilty of an offence under Section 510 of the Indian Penal Code, it was empowered to impose a fine not exceeding Rs. 10 and a fine not exceeding Rs. 15 in respect of any other offence. The District Magistrate or the sub-divisional Magistrate was empowered to set aside conviction in appeal on the ground of corruption, partiality, misconduct, gross miscarriage of justice on the part of the Village or Panchayat Court.

D. Supervision and Control : The civil work of the Village and Panchayat Courts was supervised by District Musif, Sub-Judge or District Judge within whose jurisdiction they functioned and the criminal work was supervised by the Magistrates' Courts. The control over the Village and Panchayat Courts was in the hands of the District Collector.

It was unfortunately not possible for us to have a very satisfactory sample for enquiry of the Village and Panchayat Courts due to the lack of early sympathetic Government cooperation for a long time. As such the survey was conditioned by various difficulties and limitations.

PART II

Actual Conditions as Revealed by the Survey

Panchayat Courts were in every district and there were both good and bad specimens. There were Panchayat Courts in major as well as in minor Panchayats and the size of the Panchayat had no bearing on the efficiency of the Panchayat Court.

Samples of good, unsatisfactory and indifferent Panchayat Courts had been chosen for inquiry, from each of the districts surveyed, as shown in the table on the next page.

Table showing the Constitution of Sample Panchayat Courts.

No.	Name of the Village	District	Date of Creation	Number of Members	Jurisdiction C—Civil Cr—Criminal Powers
1	Valluru	East Godavari	1900	V. M.	C
2	Razole	do	...	V. M.	C
3	Avidi	do	1922	7	C
4	Kothapeta	do	1920	8	C
5	Bodasakurru	do	1920	10	C & Cr.
6	Bhimavaram	West Godavari	1934	11	C & Cr.
7	Tanuku	do	...	...	...
8	Ganapavaram	do	1920	9	C & Cr.;
9	Undi	do	do	10	do
10	Pennada	do	do	9	do
11	Veeravaram	do	do	9	do
12	Kandayilli	do	do	5	do
13	Narsapur	do	do	...	do
14	Parvatipuram	Vizagapatam	do	10	do
15	Sringavarapukota	do	do	9	do
16	Kothavalasa	do	1926	9	do
17	Chodavaram	do	1920	13	do
18	Vadada	do	1935	8	do
19	Yellamanchili	do	1930	10	do
20	Pedana	Kistna	...	...	do
21	Vuyyuru	do	1926	10	do
22	Nuzvid	do	1920	7	do
23	Jaggayapeta	do	1920	9	do
24	Gooty	Anantpur	1916	10	do
25	Dharmavaram	do	1920	10	do
26	Penu Konda	do	1920	...	do
27	Brahmanayeleru	do	1937	5	do
28	Bukkapatnam	do	1923	9	do
29	Kadiri	do	...	10	do
30	Gorantala	do	1908	5	do
31	Lepakshi	do	1900	5	do
32	Dhone	Kurnool	...	...	do
33	Betamcherla	do	1910	...	do
34	Pattikonda	do	1908	7	do
35	Maddikera	do	...	...	do
36	Nandikotkur	do	...	7	do
37	Gudur	do	...	12	do
38	Veldurti	do	...	...	do
39	Rayadrug	Bellary	...	11	do
40	Kampli	do	...	...	do

V. M.—stands for Village Munsif Court.

A. Structure : Every district had a number of Panchayat Courts in it, and in all of them, fair representation was given to all the communities like Brahmins, Kapus, Kammas, Baljas, Telagas, Harijans, etc. The method of election in all the Panchayats selected was by show of hands only.

B. Finance: Court fees were the only source of income at their disposal.

C. Functions: The working day, the place of work, the time and procedure of these Courts differed from one another from district to district. Again most of them had both civil and criminal powers.

The Panchayat Courts in the East and West Godavaris were known for their efficient and impartial working. Ganapavaram Panchayat Court in West Godavari had both civil and criminal jurisdiction. Working hours were from 11 a. m. to 5 p. m. In Pennada both civil and criminal powers were bestowed, but since 1930 criminal powers were taken away. As there was no place for holding the Panchayat Court, it was being held in the President's house. Similarly in Sringavarapukota, which started in 1920, there was always heavy work. In places like Bhimavaram and Veeravaram the Panchayat Courts were found to be efficient.

In East Godavari, the Panchayat Courts in Valluru, Kapileswarapuram and Palivela, not to speak of those in major Panchayats like Razole and Amalapuram, were working quite well. In Kistna District, Panchayat Courts in Jaggayapeta, Nuzvid and Vuyyuru were found to be working well. They had representation from all communities, good record of work from 1927, and created good impression on the public. In Vizagapatam not many efficient Panchayat Courts were found, except in a few instances like Kothavalasa, where the same President was continuing for the last 20 years. He was also the President of the Village Panchayat. There was no fixed day allotted for the decision of the cases. The Court usually met, whenever there was work, in the house of the President.

Kurnool District was notorious for its village factions and it was confirmed in our investigation. In Nandikotkur, the majority of cases were only criminal. The civil work was far too low every year. About 200 criminal cases came up for the decision as those of illicit cattle grazing, felling fuel, etc. Some of the specimens of the most unsatisfactory type of working were Dhone, Maddikera and Betemcherla where the election for the Panchayat Courts were held 3 years back, but the President was not elected at all. This of

In East Godavari the Panchayat school for instance at Avidi was started in 1930 by an order of the Registrar General of Panchayats at that time. It was providing instruction upto vernacular 5th standard. The Panchayat provided the school with an independent building of its own in 1934. The pay of the teacher was met with from the grant of the Inspector of Local Boards i. e. yearly Rs. 60 and the additional expenditure being met with from the funds of the Panchayat. Due to financial disability of the Panchayat, the running of the school was also very unsatisfactory. The teacher was getting Rs. 15/- p. m. His appointment, promotion, suspension or dismissal were all entirely at the mercy of Panchayat subject to the control of the District Educational Officer. The usual working of the school was from 7-30 to 10-30 a. m. and 2-0 to 5-0 p. m. Doddampeta Panchayat School in the same district was reported to be working very satisfactorily, but the lack of sufficient co-operation did not make it possible for conducting actual investigation into the working of this school. In West Godavari two Panchayat Schools were chosen for survey, one known for its efficiency and the other known for its unsatisfactory management i. e. Inaparru and Itempudi respectively.

In Inaparru, the Panchayat School was happy under the management of the Panchayat Board which looked to its efficient working. It had 3 teachers. The school was getting a grant of Rs. 826/- and the scales of pay of the teachers were for 2nd grade, basic Rs. 22/- plus Rs. 16/- D. A. and for higher grade, basic Rs. 17/- plus Rs. 8/- plus Rs. 16/- D. A. All the teachers were senior ones and were eager to serve the school without leaving it, in spite of the low remuneration compared with that given by the District Board Schools. This was because of the smooth relations existing between the Board and the School. There were about 88 boys and girls. The average attendance was about 60.

The grant of the teacher's pay from the Inspector of Local Boards was received only once in a year, but, the Panchayat Board paid its teachers regularly, granted them casual leaves of 15 days in a year and in addition to giving them whatever other meagre facilities it could give.

Here the teachers feel that if their scales of pay were revised and they were paid the same scales as those of the District Board they would have better incentive to work.

The working hours were from 7 to 10 a. m. and 2 to 5 p. m. The school was closed in agricultural season and worked in summer instead, to avoid greater absence of children of the cultivators. The

on the parties and the paucity of funds to meet contingencies were some of the defects.

It would be a matter for consideration, whether it is after all necessary to keep the Panchayat Courts as they are to-day separately without making a particular Committee of the Panchayat responsible for administration of justice, by bestowing civil or criminal or both powers, whenever any Panchayat is deemed fit to exercise them. This would also enable to minimise the number of institutions governing village life and may bring all the facets of public life within the control of a single body.

Section IV: Irrigation Panchayats in Madras

PART I

Administrative and Legislative Position on the Eve of Enquiry

A. Structure : Irrigation was looked after not by the usual Village Panchayat Boards, but by separate Panchayats called the *Irrigation Panchayats* with separate constitution, finance and powers, working under the supervision and control of the Revenue Department and the Board of Revenue.

It was difficult to trace the regular historical evolution of these *Irrigation Panchayats*. The brief back-ground given here was based on the available information in the several Collectorates. It was found that the *Irrigation Panchayats* as such were very few in number, in the whole Presidency and even those few were to be found only in the Andhra Districts of Nellore, East and West Godavari, Kistna, Anantapur and Bellary. In 1913, there were about 8 *Irrigation Boards* in Nellore, Sarvepalli, Kovvur, Kavali, Ponnalur, Ravur, Kandukur, Karedu, Gudur and Kota. The constitution of the *Irrigation Board* was given in G. O. No. 2311 dated 14th October, 1915 as below, as in the case of Sarvepalli. The *Irrigation Board*, consisted of village elders, was: 1. to manage irrigation under the reservoir; 2. to see that no field suffers for want of water at the cost of another; 3. to get all their difficulties removed by correspondence with the P. W. D. and Revenue; 4. to see that the rules were properly enforced; and 5. to exercise a general supervision over the work of the Panchayat and to guard specially that richer ryots were not benefitted at the expense of the poorer ryots and to supply labour to the P. W. D. on requisition.

The Board should meet at least once a year. Anybody feeling the necessity for a meeting was to inform the head Karnam about it, who would intimate to the delegates.

The members of the Board would elect among themselves a President and Secretary. Their duties were: 1. to discuss in the meetings all topics relating to irrigation of the locality; 2. to convey the decisions by the delegates to be signed by them; 3. to

communicate the decisions to all the ryots as well as to Tahsildars; 4. to inspect all the lands; 5. to inform the P. W. D. whenever action is to be taken; 6. to publicize the decision to all parts of the village; 7. to make one among the Board for presiding at the time of the meetings; 8. to treat the decision of the majority as the decision of the Board; 9. in case of equal voting to see that the President shall have the casting vote; and 10. if even on the requisition of the Collector, the Panchayat did not serve water, it would be fined.

The functions of the Karnam were : 1. to maintain a register of delegates; 2. to convene a meeting of the delegates with a notice ; and 3. to maintain the attendance of the Board.

The electorate for the Irrigation Panchayat consisted of the Pattadars who would enjoy the water from the sluices and they elected 3 delegates for each sluice.

But when the opinion of the several District Collectors was invited for the advisability of adopting such a system, most of them were not in favour of it.

The Irrigation Panchayat Act was ultimately passed in 1928. According to G. O. 109, the constitution, powers and functions of these informal Panchayats were : 1. ryots owning cultivation lands and tenants or their nominees were the electorate; 2. Revenue Divisional Officer to convene a meeting of the electorate for the election of the Panchayatdars who would be not more than 5, such that at least one Panchayatdar from each village, served by irrigation source, should be on the Panchayat; 3. the working period was 3 years, but at the annual meeting under the presidentship of the Revenue Divisional Officer any one member can be removed on complaint ; 4. the President of the Panchayat was to be elected by them ; 5. the meetings of the Panchayat should be held at least once a month presence of 3 members being treated as quorum ; 6. the date of meeting to be intimated 3 days in advance in a public place and copies of the minutes of meetings were to be sent to the Collector and Executive Engineer ; 7. the District Collector could dissolve any Irrigation Panchayat without offering any reasons ; 8. the Irrigation Panchayat would regulate the manner and order in which the wet-lands under the channel should be irrigated, the time at which the supply of water should commence, the period during which the supply of water should continue and the quantity of water to be supplied, the supply let into the channel would be determined by the officers of the P. W. D.;

9. the Irrigation Panchayats should not effect any alterations to sluices or masonry works or make any alterations in the channels or interfere with any headworks; 10. the Panchayat shall be responsible for keeping water over the bund during the rainy seasons; 11. the Panchayat should make good any damage to the bund sluice, head-work etc., resulting from their mismanagement; 12. the Government may sanction a grant for the up-keep of the channels and masonry works; and 13. the Panchayat should maintain an account of expenditure and receipts.

B. Finance: The Government gave them small annual grants. As these were usually very meagre, the Irrigation Panchayats depended to a great extent on the funds they collected by way of subscriptions from the local ryots for the improvement and repairs of irrigation sources.

C. Functions: The functions of the Irrigation Panchayat were to see that richer ryots did not get more water at the expense of the poorer ryots, to keep the water sluices in order, to send intimations to the Public Works Department in time and to make representations in the matter of any difficulty.

D. Supervision and Control: Irrigation Panchayat supervision was entrusted to the Revenue and the Public Works Departments. They had to submit periodical reports of work to the Tahsildar or the Revenue Divisional Officer who was supposed to be their immediate superior authority.

PART II

Actual Conditions Revealed by the Survey

Irrigation Panchayats were at Brahmanayeleru in Anantpur, Bhimavaram and Cherukumilli in West Godavari, Jaggayapeta in Kistna, Kampli and five informal Irrigation Panchayats at Chinatambalem, Avinamadugu, Daroji, Haganuru and Sirigupa in Bellary. Palem River Irrigation Scheme, a registered cooperated society since 1927, would deserve special mention as it was first of its type in the Presidency.

A. Structure: The membership of these Irrigation Panchayats varied from Panchayat to Panchayat. For instance, while Bhimavaram Irrigation Panchayat consisted of 5 members, Cherukumilli Irrigation Panchayat in the same district consisted of 10 members; while Kampli Irrigation Panchayat in Bellary consisted of 7 members, the Irrigation Panchayat of Brahmanayeleru in Anantapur consisted of 4 members.

3 from the Village Panchayat and one from the Panchayatdars. Again in Kampli in Bellary and in Brahmanayeleru in Anantapur, the President of the Panchayat as well as that of the Irrigation Panchayat were the same without any detriment to the good work of either body.

Method of Election : This was generally by show of hands and the election was always conducted by the Revenue Divisional Officer.

Term : The term of office for the members of the Irrigation Panchayat was 3 years, but for the last 13 years, there were no elections due to war and the same old bodies were in power.

Caste Composition : The majority was always of non-Brahmins, more than of Brahmins. There was no system of reservation of seats or ex-officio membership as in the case of the Village Panchayats.

B. Finance : This was consisted of meagre Government grants supplemented in a few cases by the small proceeds from sale of grass, etc. The Government of Madras had made the following sanctions to the Irrigation Panchayats :

1. Kovvada Channel	...	Rs. 30-0-0
2. Yendaganda Channel	...	" 30-0-0
3. Aya Bhimavaram Channel I.	...	" 60-0-0
4. " " Channel II.	...	" 60-0-0
5. Bhaskararao Channel	...	" 20-0-0
6. Cherukumilli Channel	...	" 20-0-0
7. Kampli Irrigation Panchayat in Bellary		nil.

As regards the income of the Irrigation Panchayats, they did not have any other sources than the grants of the Revenue Department annually as mentioned above; and these were inadequate. Besides these, the Panchayats got some income from the sale of grass on canal bunds, whenever that source was available, but this was possible only in the Circars and not in the Ceded Districts. The actual expenditure was generally in excess of finance and the gap was usually filled in by subscriptions voluntary and methodical. Brahmanayeleru Irrigation Panchayat in Anantapur collected at the rate of Re. 1/- per acre on wet cultivation and as. 4 per acre on dry cultivation in its area.

C. Functions : The income of the Irrigation Panchayats was inadequate to meet the cost of their functions which were generally the same as Bhimavaram and Cherukumilli Irrigation Panchayats. Details of expenditure for these were as below.

Details of Expenditure of Bhimavaram Irrigation Panchayat

Year	Particulars	Rate per Kunta as.	Amount Rs. as. p.
1927	Digging charges ...	2	140-0-0
1928	Digging channels ...	2	128-0-0
1929	Digging channels ...	3	109-2-0
1930	-do- ...	-do-	81-12-0
1931	-do- ...	-do-	57-14-10
1932	-do- ...	1½	48-0-0
1934	-do- ...	1	62-3-0
1941	-do- ...	1½	160-0-0
1944	-do- ...	3	215-0-0 ½

Same was the case in Cherukumilli Irrigation Panchayat as indicated below :

Date	Particulars	Amount Rs. as. p.
3-11-1940	Opening Balance ...	302- 6-8
	Postage charges ...	5- 0-0
8-11-1940	Costs for digging the channel ...	65-10-0
20- 5-1943	Sell of avenues ...	9-12-0
22- 3-1943	Digging channels ...	98- 0-0
23- 3-1944	Cartage charges ...	105- 1-0
12- 7-1946	Grass expenditure ...	94- 0-0
	Balance	146 -8-0

While in the case of Bhimavaram, the annual revenue grant was Rs. 60; in the case of Cherukumilli it was only Rs. 20. The expenditure that was being incurred by the irrigation Panchayats was far in excess of their income, and the excess money was being collected from the individual ryots as private subscriptions for the improvement of the irrigation channels. This was the case with regard to all the Irrigation Panchayats in West Godavari.

In Anantapur, Brahamanayeleru Irrigation Panchayat professed to be the oldest and best. It collected irrigation tax at the rate of Re. 1 per acre of wet crops and 4 as. per acre of dry crops. Kudimaramat (free labour contribution by the villagers) was in force and Irrigation Panchayat appointed Nirgantis at a pay of Rs. 13; though the

authorised scale was only Rs. 6 per mensem, to look after the distribution of water.

The administrative duties of the Irrigation Panchayats were more of a nature of conscientious execution by themselves rather than a directorial imposition from above. Mostly these consisted of digging up channels, regulation of water by sluices, sending proper intimation to the P. W. D. and the revenue authorities, occasional sale of grass and usufruct of trees on the banks of the rivers and provision of other ameliorative measures to the village ryots. But even this much of an activity was visible only in the villages of West Godavari, while in the Ceded Districts, except in rare instances as at Brahmanayeleru, they were mostly nominal. They functioned well because the members were active. Brahmanayeleru in Anantapur had also the right of appointing its own Nirgantis, but this was a privilege rarely exercised or given to any of the Panchayats.

D. Supervision and Control: The Irrigation Panchayats, also known as the informal Panchayats, were usually subject to the supervision of the Revenue and Public Works Departments.

PART III

Observations

A. Structure: The Irrigation Panchayats revealed features like disproportionate membership in relation to the population, election by show of hands, and lack of representation according to the communities.

B. Finance: These were inadequate to undertake any works of public utility. The Irrigation Panchayats had always to depend upon the voluntary contributions of ryots as the Government grants were very inadequate.

C. Functions: As most of the functions were self-imposed there was no need for direction from above. The villagers, in their own interest, discharged their obligations by getting the necessary water supply for their fields in time by digging channels and repairing sluices, etc.

While the honorary services of the local non-officials were available, the enthusiasm could not be properly exploited without giving them the required financial assistance and administrative help like appointment and payment of Nirgantis, etc.

D. Supervision and Control: Both the Revenue and Public Works Departments never took any active interest in the adminis-

tration of Irrigation Panchayats. The Revenue Divisional Officers, the District Collectors and the Board of Revenue paid insufficient attention to their difficulties. Thus ignored by the Government and indifferently treated by the local government officials, the institution of Irrigation Panchayats was still found lingering in the body politic of village life as a relic of the ancient system of Panchayat administration, displaying a deep sense of civic consciousness and local responsibility.

Section V : Forest Panchayats in Madras

PART I

Administrative and Legislative Position on the Eve of Enquiry

Forest Panchayats in Madras can be traced back to 1912 when the Forest Committee recommended the formation of Forest Panchayats in the interest of economy and of bringing together the villagers and the Government. Establishment of Forest Panchayat was announced by a Gazette Notification to the villagers. It was considered good to choose single village as the area of a Forest Panchayat, but sometimes it was considered more advantageous to club together more villages with their grazing areas and to place these under a single Forest Panchayat elected by the conference of the villagers.

The Revenue Divisional Officer or his deputies went to the village for conducting elections. The number of seats was determined by the number of cattle owners in the village. Efforts were to be made as far as possible to represent members of all the communities. In the case of Forest Panchayats in South Canara, where the forest was used for leaf cutting alone, the body of the electors consisted of permit holders only.

B. S. O. 195 of Madras gave all the details regarding the elections, finances, functions and supervision of the Forest Panchayats. The position of the Forest Panchayats during 1930-40 was as given in Table No. 21.

A. Structure : The resident cattle owners of the village were to form the electorate to elect the members of the Forest Panchayat and the Panchayat, its President. The Government transferred to these Forest Panchayats the management of forests with a view to create interest in the ryots for the preservation of areas entrusted to them. Usually an agreement was entered into between the Government and the management whereby the Panchayat was authorised to issue a specified number of grazing permits, to collect grazing fees at stipulated rates, and to enjoy minor forest produce. In return the Panchayat agreed to protect the forest from illegal grazing and goat browsing, fire accidents by employing sufficient number of watchers and also to pay to the Government a fixed rent every year for the forest

area entrusted to their care. It was also their responsibility to increase the usefulness of the forests and develop them properly.

The main conditions of the agreement were to be scrutinised by the Forest Panchayat Tahsildar who sent them to the Revenue Divisional Officer and he, to the Secretary to the Board of Revenue. The Forest Panchayat usually entered into an agreement with the District Collector and the agreement was signed on Re 0-12-0 stamp. A map of the Forest Panchayat area was to be supplied to it by the Government at the time when it started functioning. Cairns were to be constructed throughout the reserve area with a width of 12 feet and height of 11 feet. The boundaries of the manure leaf coups should be well defined, features like streams, wells, cart tracks, paths, clearly shown in the map. Areas that should be closed permanently for grazing too would be shown together with localities earmarked for digging wells, etc. All the grazing permits were only issued to the Forest Panchayatdars and no permits were issued on credit.

B. Finance: The Finance of the Forest Panchayat included the proceeds of: 1. sale of grazing permits allowed to be issued under specified rates, as per agreement with the Government; 2. sale of minor forest produce; 3. sale of permits to collect deadwood, manure, leaves and the like on a small payment; 4. the rights to collect *savaram*; 5. sale of fuel coups to the extent of 10 to 15 acres depending on the size of the forest; 6. giving permits for quarrying and carrying materials wherever available by payment of seignorage; 7. tree tapping fees, when there were in the forest trees fit for tapping, the toddy tappers were to pay rates fixed by the Panchayat; 8. fees for the removal of green timber; 9. commission for working on big fuel coups sales which were to be determined by the Collector; 10. moiety on fines and compound fees, and 11. share in sandal wood revenue. The Forest Panchayat was not entitled to extract sandal wood, but a share was given to provide them with an incentive to work.

C. Functions: Functions of the Forest Panchayats included appointment, maintenance and payment of watchers, improvement and maintenance of boundaries, meeting contingencies and payment of rent to Government. Any amount left after meeting these charges was to be utilised for works of public utility. Each watcher should not have more than a square mile area under his jurisdiction. Annually provision for construction of any works should not exceed the expenditure the Forest Panchayat incurred during the course of the year. The Panchayat should hold meetings at least once in two months. The

President was responsible for keeping : 1. the accounts book, 2. permit bills, 3. permit holder's register, 4. offence register was reported for 10 years, 5. a diary for recording the results of the inspection by the members and the President, and 6. map of the forest.

Whenever any offence was detected all the Forest Panchayatdars and Forest Panchayat Dy. Tahasildars and some Presidents of Forest Panchayats were empowered to compound the offences, when the value of the property damaged or compounded did not exceed Rs. 50/- Penalty should not exceed 3 times the grazing fee rates, in case of felling a tree, not more than 3 times the value of the property involved, and in the matter of forest goat browsing not more than 5 times the rate of sheep grazing fees. In the case of repeated or subsequent offence, the maximum might be exceeded. Minor fuel coups might be worked for meeting the domestic and agricultural needs of the village after the sanction of the Collector. One coup for the year might be marked. This fuel was not to be sold by auction. It was to be cut by the Panchayat through hired labour and to be sold to the villages by the issue of permits at the rates fixed by the Collector. Major fuel coups might be worked for supplying fuel to a town or a factory according to a plan approved by the Collector and the District Forest Officer in consultation with the Forest Panchayat. The coups were sold by public auction by the Deputy Forest Tahsildar with the help of the Panchayat and the proceeds were credited to Government except the incidental expenditure incurred for the cutting of wood which would be credited to the Panchayat.

Similarly for quarrying, seignorage rates were fixed in the agreement subject to certain conditions of which one was that any quarrying conducted under this agreement should be confined to the ground vertically beneath the site of the locality covered by the agreement, and no quarrying beyond the area should be permitted. The Forest Panchayat should during the period of the agreement keep the premises in good and substantial repairs excepting the necessary and reasonable damages caused by quarrying.

D. Supervision and Control: The Forest Panchayat Deputy Tahsildars did the initial supervision while over them were the Revenue Divisional Officers and the District Collectors.

PART II

Actual Conditions Revealed by the Survey :

A. Structure : Selection of the sample of the Forest Panchayats was made on the same basis as that of the Village Panchayats in four categories i.e. good, moderate, unsatisfactorily and very unsatisfactorily working according to the connotation explained in the preface. (Table No. 22)

The Forest Panchayats were not constituted on one village one Panchayat basis, but they were constituted for a group of villages. Sometimes the Forest Panchayat was for 7 to 8 village hamlets e. g. Bayyavaram in Vizagapatam District, so with almost all the Forest Panchayats in every district.

The membership varied with the number of hamlets to be represented on the Panchayat. If number of hamlets was less and the area of the Forest Panchayat was meagre, naturally, the number of members of the Forest Panchayat was less.

The caste composition was usually cosmopolitan, i. e. 4 were Valamas, 4 were Kapus and one was Raju in Bayyavaram which was typical example. The other Forest Panchayats in other districts revealed a representation of all castes.

The method of election was always by show of hands. The electorate consisted of the cattle owners.

There was no ex-officio membership of the Village Officials.

The ability of the Forest Panchayat and its working depended mostly on the team work of the members and their sense of responsibility, not to speak of the resources at their disposal.

B. Finance : Generally the income of the Forest Panchayats was constituted of the proceeds of the grazing fee, the sale of dead wood, fuel and quarry's stone, income from minor forest produce, bark, leaves, Tangedu, Avaram, etc. Income from sandalwood trees was generally taken by the Forest Department of the Government. Similarly income from big fuel coups was also taken away by the Government except an insufficient share given to the Forest Panchayats for meeting the cost of cutting the wood. (Table No. 23).

The grazing permits of the Forest Panchayats were usually determined according to the extent of the acreage under command of the Panchayat. The incidence per cow came usually to 3 acres. But the rate of the grazing permits varied from one Panchayat to another Forest

Panchayat, for instance in Bayyavaram Forest Panchayat in Vizagapatam, the rate of grazing per cow was Re 0-6-0, per buffalo Re. 0-12-0 and per sheep Re. 0-3-0 and for fuel each chit for head-load was charged at only Re. 0-0-6.

The grazing rates in Bellary for instance again varied similarly from one Forest Panchayat to another. In Chigetheri Forest Panchayat whose extent in area was 2686.83 acres, the rates of grazing permits were Re. 0-5-0 per cow, Re. 0-10-0 per buffalo, and Re. 0-2-6 per sheep. In Haskanhal, the rates were Re. 0-6-0 per cow. In Kodattu the rates for cow, buffalo and sheep were Re. 0-6-0, Re. 0-12-0 and Re. 0-3-0, respectively.

The income from minor forest produce also varied from one Forest Panchayat to another depending on the nature of the forest produce available, i. e. Tangedu, Avaram, Garualmia, Margosa, sandal-wood, Kasangaddi, Kluesklues, Tamarind, Mustard and the game like deer, peacock, dove, etc.

Quarrying fees were collected in Panchayats like Bayyavaram in Vizagapatam and Betamcherla in Kurnool. Such examples were to be found even in Bellary.

Bayyavaram Forest Panchayats usually sold the fuel coups at a cost not less than Rs. 1000, remitting the same to the treasury. Of this only 10 per cent was given to the Panchayat. It sold fuel dead-woods at Re. 0-0-6 per head load, Re. 0-6-0 per cart-load, Re. 0-1-0 per shoulder-load etc., and levied quarrying fees of Re. 0-2-0 and Re. 0-1-0 per cart load of chisled and unchisled stone respectively.

Income from fuel coups was rarely seen except in Panchayats of the Ceded Districts as that of Bellary, e. g. Jaga the biggest toward Hospet and Dhemaketupalli near Hindupur, in Anantapur. Here the Government of the neighbouring four areas were keeping their wood in Government Depots. The ordinary dead wood was allowed to be sold as usual on the basis of permits.

One peculiar feature of the budget of the Forest Panchayats was the large balances that accrued from year to year. There was no systematic planning of expenditure for useful purposes by these Panchayats. Panchayats were responsible for the payment of watchers, pay and dress, maintenance and the protection of the reserves from damages of illicit grazing, fire, and theft of firewood and forest produce, the preservation of cairns, the cleanliness, orderliness, etc. Greater the extent of the Panchayat area, greater the number of watchers and greater consequently was the expenditure.

C. Functions : Table No. 24.

Watch : The appointment and pay of the watchers was usually left entirely to the discretion of the Forest Panchayat President and members. Very often the pay per month varied from Rs. 8 to Rs. 12, rarely a watcher was paid Rs. 20 or above. There were instances where he was paid only Rs. 6.

In Vizagapatam Bayyavaram Forest Panchayat maintained 3 watchers on a monthly pay of Rs. 10 each. In Pedapalli Forest Panchayat of the same district, there were watchers but each got Rs. 6 per month. In Gokivada Forest Panchayat of the same district the pay of the watcher was Rs. 8.

In Anantapur Dhemaketupalli Forest Panchayat paid Rs. 15 to each of its watchers. In Kurnool East Ramalkota Forest Panchayat paid one watcher Rs. 12 per month and another Rs. 14 p. m. In Jonnagiri, the watcher was paid Rs. 16 p. m.

In Bellary, the pay of the watcher similarly varied from one Forest Panchayat to another.

Lease Amount : The most important item of expenditure in the budget of the Forest Panchayats was the lease amount as it would be noticeable from the table. This depended partly on the extent of the forest area and consequently on the number of coups filled up.

After these two main items of expenditure i. e. the pay and dress of the watchers and the lease amount paid to the Government, what remained was not very often adequate to spend for the functions extended to the Forest Panchayats, as for instance, maintenance and repair of cairns, the preservation of fuel reserves, the protection of forest from illicit grazing, fire, etc. The paucity of funds was in general responsible for the unsatisfactory nature of the Forest Panchayats in most instances.

The working of the Forest Panchayats in the Ceded Districts was far superior to the working of the Forest Panchayats in any other part of the Presidency. There were of course various levels observable.

In Vizagapatam, for instance, they were notorious for their backwardness.

Plantation : Plantation of trees, development of nurseries, repairs of ponds and reconstruction of cairns were the duties which few Panchayats could either afford or care to undertake and finish. Accordingly we found some Forest Panchayats with good finances and doing good work, some with good finances and still doing bad work,

a few with bad finance and good work and the majority with bad finances and doing bad work.

There were to be seen specimens of good Panchyats as Dhemaketupalli in Anantapur, Bandar Forest in Kistna, East Ramalkota in Kurnool and Jaga, in Bellary.

Dhemaketupalli Forest Panchayat was an ideal type so far as Anantapur was concerned. Its jurisdiction extended over 3 villages of Hensakepalli, Kanchi Samudram and Chila Mathur along with the hamlets of Godarallapalli, Kellapuram, Godepalli, Manda Makulapalli, Gorgatipalli, etc. The big tank in the middle of the Forest Panchayat was repaired and a big nursery was developed for plantation of about 50 trees of Margosa, Peta, Kanga Neridi, Tangedu, etc., every year. It also prepared the fuel coups. The sale value of Tangedu was usually given to the Forest Panchayat, but even that was stopped for the time being. In Kistna District, Bandar was the ideal type of Forest Panchayat and Jaggayapeta was another good specimen. Here the Forest Panchayat spent every year a good sum for the repairs and up-keeps of the ponds and the tanks. East Ramalkota in Kurnool began planting every year 100 trees of which about 25 survived. Repairs along with cleaning of the tank for cattle were regularly done. Scent from Khuskhus was prepared and sold. Here cairns were white washed and kept neat. In Bellary Jaga Forest Panchayat was the biggest of its type.

There were some moderate Panchayats, where though the income was not much, the working showed good enthusiasm, as for instance the Forest Panchayats like Kanavalli, Kanchikari, Nenikathi, and Saluvojigi in Bellary. Here the income of the Panchayats was not much yet they paid some attention to the maintenance of cairns, repairs of ponds, etc. They also took up the work of plantations of Margosa, Mango, Tangedu, etc.

The majority of the Forest Panchayats suffered from both bad finances and bad administration too. They were not able to pay adequate attention to the several functions entrusted to them.

Departmental Administration : As a means of improving their administration, the Government started taking up their management and handed it over to the Revenue Department. This, in practice, proved to be a more miserable failure than the existing system of management by the Panchayats. For instance in Anantapur out of the existing 88 Forest Panchayats, 50 were under the manage-

ment of the Revenue Department. Administration of Venkatampalli, Sangina Malka, Durgam, Odepalli and Methola, etc. Forest Panchayats was under the village Munsifs and was pretty unsatisfactory. Moreover no separate administration and supervision reports were maintained by the supervisory staff to distinguish the consequences of the management by the Government.

Whenever a particular Forest Panchayat was transferred to the charge of the Government, the Panchayat was abolished and the village headman was automatically kept in charge of it. Thereafter, the moiety, the minor forest produce, the income from the fuel coups, etc. the receipts of the sale of dead wood and stone, the quarrying fees, all accrued only to the Government. When the administration of the Forest Panchayat was not satisfactory under an elected Panchayat, it could not be bettered under the village headman and this was proved by experience in every district.

D. Supervision and Control: The number of watchers in relation to the extent of the Forest Panchayat was everywhere thoroughly inadequate. To add to it, the members and the Presidents of the Forest Panchayats in most instances were litigant. In the Collectorate, the Revenue Divisional Officers and Forest Tahsildars were reduced in number. Forest Tahsildars were still only in the districts of Nellore, Chittoor, Kurnool, Bellary and Anantapur. Several instances of illicit browsing, cutting fuel coups unnoticed by the supervisory staff who could not always go through the whole of the forest area, etc. continued. The members of the Forest Panchayat sometimes willfully took away the supervisory staff from places where such ravages would be discovered. Some of the Forest Deputy Tahsildars in the course of their interviews observed that generally the members of the Forest Panchayat attempted to mislead them without allowing them to know the real facts of the situation.

PART III

Observations

A. Structure: Forest Panchayats in practice were constituted not on one Panchayat to one village basis, but on the basis of the forest area of contiguous villages. The membership varied from one Forest Panchayat to another according to hamlets and communities to be represented. Election was usually by show of hands. The electorate was of the cattle owners in the Forest Panchayat area.

B. Finance: The resources at the disposal of the Forest Panchayats were usually collected unleft, but the oft-repeated

complaint was that they did not always sell as many grazing permits as they ought to sell. Again there was no uniformity in the rates of the grazing fees or the incidence of the grazing area allotted. Large balances which went on accruing were usually left without being properly utilised. Some Panchayats did not sell the authorised number of grazing permits and thus lost legitimate revenue.

C. Functions: If the small resources which were at the disposal of these bodies were almost all expended on the pay of the watchers and their dress, and on lease, very little was left over for other normal functions. To allow the watchers to be appointed by the Forest Panchayats and to keep them at the mercy of these bodies seemed to be a precarious affair as they were not given some protection. Their salaries varied from Panchayat to Panchayat according to the financial ability of each Panchayat. There were no rules laid down about the required qualifications or scale or service of these servants. Most of the Forest Panchayats were not able to undertake satisfactorily functions like: 1. the preparation of the fuel coups, 2. sale of the dead wood, 3. giving quarrying permits, and 4. protecting the forest reserves from fires, goat browsing and illicit grazing. Even white washing the cairns, digging wells and ponds were done by very few Panchayats. Development of nurseries was a novel idea that was always catching the imagination of enthusiastic Panchayats only, while the rest were very indifferent in this respect. Sale of minor forest produce, barks, medicinal herbs, fire wood, timber and fuel coups, if regularly planned and worked out, would under normal circumstances yield a good revenue, but these resources were not being properly tapped.

Even the transference of these functions from elected Forest Panchayats to nominated village officials did not rather mean any improvement in the situation than the contrary because the village officials did not even keep the records of the inspection notes at the time of their visits to the reserves. Consequently, there was much deterioration.

The Special Officer appointed to study the working of the Forest Panchayats in 1940 had observed in his report that the backwardness of most of these bodies was due to their slackness in issuing grazing permits and the failure of the Panchayat members to buy them. They were often found to be grazing their cattle without the necessary permits besides allowing their parties in whom they were interested. He had suggested: 1. the abolition of the payment of the lease amount to Government, 2. increasing the incidence of grazing units from 3 to 6 acres, 3. better payment to the watchers to ensure efficient watching and supervision to avoid unnecessary felling and grazing, 4. appoint-

ment of a forester to train the villagers in all technical matters, 5. specific allocation of forest resources like income from moiety, compounding fees, minor forest produce, sale of fuel and quarrying permits to Panchayats, 6. award of Re. 1 per cultivated acre, 7. opening of fuel coups wherever possible and the starting of departmental depots for selling fuel and timber; 8. appointment of Forest Panchayat watchman by the Government rather than by the Panchayat and 9. starting of nurseries.

Other suggestions in the Report were: 1. the creation of a single Forest Panchayat for single village, 2. adding the adjoining reserves in its jurisdiction, 3. nomination of the village officials as ex-officio members, 4. standardization of the rates of the grazing permits, and raising them by 10 per cent, 5. concentration on converting the Forest Panchayats mostly as grazing areas, 6. development of tree growth, 7. compulsory construction of cattle pounds by the Panchayats, and 8. surprise checks of Forest Reserves by the Revenue Divisional Officers, Forest Tahsildars and forest rangers. But unfortunately the Government did not accept most of the recommendations on one ground or other with the result there was also no improvement in the administrative position of these bodies upto the time of the enquiry.

D. Supervision and Control: The number of the watchers compared to the area of the forest panchayats was usually inadequate with the result supervision of the reserves was extremely unsatisfactory in many instances. To add to it the members and Presidents of the Forest Panchayat were guilty of several offences like not buying the grazing permits and allowing not only their cattle but those of their friends and relations to graze free in forest reserves and prevent detection. To add to this state of affairs, the Collectors, Revenue Divisional Officers and Forest Deputy Tahsildars were reduced in number and were confined to the districts of Chittoor, Kurnool, Bellary Nellore and Anantapur. Several instances of illicit grazing, goat browsing and fuel cutting went unchecked because the supervisory staff could not go round the entire reserve each time and periodical visits were so rare that there was much time lag between them. The supervisory agency said that very often they were lead away from the actual scene of ravages by the Panchayat members so that if any acts of vandalism were committed they might not be known to them. In view of such deplorable lack of conscientiousness on the part of the Panchayat members, shortage of supervisory personnel and indifference of Panchayats to do honest good work, their future would lie in uncertainty unless some attempts would be made soon to remedy these defects.

Table No. 21—Data on Forest Panchayats in Madras State. (1930-1939)

Particulars regarding the number of Panchayats, the area under their charge and the rent payable by them to Government in each District

No.	District	1930-31			1931-32			1932-33			1933-34			1934-35		
		No. of Panchayats	Area sq. miles	Rent Rs.	No. of Panchayats	Area sq. miles	Rent Rs.	No. of Panchayats	Area sq. miles	Rent Rs.	No. of Panchayats	Area sq. miles	Rent Rs.	No.	Area sq. miles	Rent Rs.
1	Vizagapatam	8	32.67	562	8	32.67	567	8	32.64	562	8	32.64	562	8	32.64	562
2	East Godavari	5	16.91	225	6	18.06	260	6	18.06	260	6	18.06	260	5	18.06	260
3	West Godavari	13	57.94	1985	13	59.43	1435	13	59.05	1440	13	59.36	1510	13	59.36	1385
4	Kistna	20	98.95	2384	20	98.57	2334	20	98.57	2234	20	98.51	2219	20	98.72	2219
5	Guntur	61	193.63	14085	60	193.63	12820	60	196.78	12968	60	196.39	12995	60	196.27	12518
6	Kurnool	25	143.72	5719	25	144.49	5661	25	148.88	5661	25	148.37	6038	24	130.67	5728
7	Bellary	101	485.20	11827	98	485.72	11908	98	485.72	11818	98	486.36	11818	98	485.72	11693
8	Anantapur	93	448.34	11923	92	452.91	13034	92	457.74	11952	92	457.43	11762	92	457.43	11712
9	Cuddapah	54	216.45	6053	54	224.07	6148	54	224.08	6063	54	224.08	6063	54	224.08	5983
10	Nellore	167	395.77	28362	155	394.46	27707	154	399.76	27524	154	399.39	27787	153	394.52	28435
11	Chingleput	66	112.57	10318	67	117.00	10412	67	117.00	10342	67	116.70	9848	67	116.83	9809
12	South Arcot	73	232.52	15714	68	222.50	15755	68	222.40	15615	64	222.55	15618	64	222.28	15618
13	Chittoor	73	318.42	9037	71	315.68	8742	72	315.66	8062	72	315.70	8177	72	315.66	7882
14	North Arcot	90	275.41	15525	91	277.63	15450	91	276.63	16479	91	277.55	17362	90	278.45	17188
15	Salem	42	158.27	7597	42	159.21	7363	42	159.21	7363	42	159.21	7363	41	159.21	7295
16	Coimbatore	21	60.73	3715	21	60.73	3715	21	61.73	3715	21	61.62	3715	21	58.62	4438
17	Trichinopoly	43	90.88	7353	41	90.88	5613	41	90.86	5601	42	90.44	5601	42	90.44	5601
18	Madura	21	41.65	2038	21	41.65	2026	21	41.81	2031	21	41.80	2031	21	41.80	2031
19	Ramnad	1	0.86	254	1	0.86	254	1	0.86	254	1	0.86	254	1	0.86	254
20	Tinnevely	7	9.84	773	7	10.25	773	8	12.52	966	7	10.22	780	7	10.22	830
21	South Kanara	10	3.05	...	10	3.38	...	10	3.17	...	10	3.11	...	10	3.04	...
Total		994	3383.78	155448	971	3403.79	150972	972	3423.12	151281	968	3420.41	152483	963	3395.08	151441

(Table No. 21—Contd)

No.	District	1935-36			1936-37			1937-38			1938-39			1939-40		
		No.	Area sq. miles	Rent Rs.	No.	Area sq. miles	Rent Rs.	No.	Area sq. miles	Rent Rs.	No.	Area sq. miles	Rent Rs.	No.	Area sq. miles	Rent Rs.
1	Vizagapatam	8	32.64	562	8	32.64	562	8	32.64	562	8	32.64	562	8	32.64	562
2	East Godavari	5	18.06	260	5	18.06	260	5	18.06	260	5	18.06	260	5	20.75	290
3	West Godavari	13	58.61	1385	13	58.61	1385	13	58.61	1385	13	58.61	1385	13	58.61	1385
4	Kistna	20	99.06	2219	20	99.06	2219	20	99.06	2219	20	99.06	2219	20	99.06	2219
5	Guntur	60	196.19	12438	61	195.59	12433	61	195.59	12424	56	175.01	10959	56	174.89	9461
6	Kurnool	24	130.61	12438	24	130.61	5698	24	130.44	5698	24	130.43	5598	24	130.44	5253
7	Bellary	99	490.52	11711	98	488.74	11591	95	474.04	11387	95	474.04	11212	95	474.04	11212
8	Anantapur	92	457.43	11713	92	457.44	11187	92	457.44	11262	92	457.44	11262	92	457.04	11212
9	Cuddapah	54	227.74	5773	54	227.75	5773	54	227.75	5823	54	227.75	5473	54	227.75	5408
10	Nellore	154	396.22	28677	154	391.49	28714	156	388.84	28734	156	394.85	28301	156	394.85	28248
11	Chingleput	67	116.81	9709	67	116.59	9679	67	116.62	9633	67	115.80	8923	68	110.36	8923
12	South Arcot	64	222.49	15538	67	222.50	15308	67	222.50	15408	67	222.40	14848	67	222.40	14848
13	Chittoor	72	315.70	7867	71	315.69	7802	71	315.69	7802	71	315.69	7637	71	315.69	7287
14	North Arcot	89	274.20	16738	89	274.21	16723	89	274.21	16596	89	274.21	16350	89	274.21	15403
15	Salem	41	153.67	7295	40	152.52	6992	39	147.56	6722	39	140.58	6776	39	139.69	5979
16	Coimbatore	21	58.62	4615	21	58.49	4640	21	58.56	4705	21	58.56	4852	21	58.56	4681
17	Trichinopoly	42	90.66	5586	42	90.58	5586	42	90.58	5586	42	90.58	5511	42	90.58	4896
18	Madura	21	41.77	2031	21	41.77	1976	21	41.77	2031	21	41.77	1961	21	41.77	1953
19	Ramnad	1	0.86	254	1	0.86	254	1	0.86	254	1	0.86	254	1	0.86	254
20	Tinnevely	7	10.22	780	7	10.33	780	7	10.03	780	7	10.08	780	7	10.08	780
21	South Kanara	13	3.04	...	10	3.04	...	10	3.04	...	10	3.04	...	10	3.04	...
Total		964	3395.12	150878	965	3386.57	149562	963	3363.04	149562	963	3341.46	145124	960	3336.74	140090

N. B.—The figure for 1939-40 includes figures upto June 30th 1940. There were no Panchayats in Malabar District.

Table No. 22—Constitutional Aspects of Forest Panchayats in Madras

No.	Name of Village	District	No. of Members	Extent Acres	Category	Starting Date
1	Bayyavaram	Vizagapatam	9	3686	A	1925
2	Pedapalli	"	8		A	1922
3	Gokivada	"	6		C	1920
4	Regupalem	"	9		A	"
5	Kalavalapalli	"	9		C	1926
6	Yerravaram	"	9		A	1920
7	Dhemaketupalli	Anantapur	9	3523	A	1926
8	Sankargallu	"	9	...	A	1920
9	Betaracherla	Kurnool	9	5000	B	1925
10	Jonnagiri	"	6	824	B	1920
11	Gooty, Erraguderu	"	6	3655	B	1920
12	East Ramalkotah	"	9	2800	A	1926
13	Jaggayapeta	Kistna	5	9000	A	1923
14	Bandar Forest	"	8	2500	B	1920
15	Balgoti	Bellary	8	1879	B	1920
16	Arekara	"	5	1634	C	1920
17	Hulikatti	"	6	...	C	1924
18	Eligatteri	"	6	2687	B	1920
19	Harkanlal	"	8	1901	C	1926
20	Adivimakankara	"	7	1863	C	1920
21	Alagalivada	"	9	3506	C	1926
22	Uchangidurgam	"	9	5278	B	1926
23	Musavankalahai	"	8	2319	C	1926
24	Kodattu	"	7	2151	C	1926
25	Hydrada	"	9	3858	C	1922
26	Dassna Halli	"	5	1765	C	1927
27	Tagaikatti	"	6	3943	C	1926
28	Halvagal	"	9	4669	B	1927
29	Nagathibasapuram	"	8	4523	B	1926
30	Aravamahal	"	8	2768	C	1926
31	Kanobikari	"	9	3478	C	1926
32	Kanavalli	"	9	2851	C	1926
33	Kayskathi	"	9	4719	C	1926
34	Bandikara	"	9	...	C	1926
35	Holgondi	"	9	2087	C	1923
36	Nemikathi	"	12	3004	B	1923
37	Salugoyi	"	9	2141	B	1920
38	Yellartni	"	9	2108	C	1923
39	Rayadrug	"	8	3500	A	1920
40	Kanisapuram	"	9	2620	B	1926
41	Vithalapuram	"	5	1984	B	1926
42	Nibalgiri	"	7	3287	C	1926
43	Thimalgiri	"	6	2533	C	1926
44	Hospet, Joint for 7 villages	"	9	3280	B	1926
45	Metri	"	5	1755	C	"
46	Gandigamanur	"	6	3358	C	1925
47	Venkatapuram	"	9	3016	C	1926
48	Dharmasany	"	7	3047	B	1926
49	Jagga	"	9	...	A	1920
50	Dargi	"	9	3058	C	1920
51	Ingloti	"	8	...	C	1920

Table No. 23—Income of the Forest Panchayats
in Madras 1946 (Rs.)

	Name of the Village	District	Opening Balance	Grazing Fees	Minor Forest Produce	Molety	Bank Interest	Assessment of Quarries	Stores & Deadwood
1	Bayyavaram	Vizagapatam	265	139	22	47	...	56	56
2	Pedapalli	"	206	12	30	12	12	...	...
3	Gokivada	"	298	99	8	6	8	...	...
4	Regupalem	"	165	96	...	...	...	...	...
5	Kalavalapalli	"	785	117	6	100	...	...	...
6	Yerravaram	"	568	102	15	42	35	42	19
7	Dhemaketupalli	Anantapur	1067	600	185	40	25	...	...
8	Sankaragalli	"	...	...	...	...	...	...	...
9	Betamcherla	Kurnool	800	700	90	50	...	...	...
10	Jonnagiri	"	137	99	20	...	...	...	...
11	Gooty Erragudaru	"	1025	363	5	15	...	...	...
12	East Ramakotah	"	1523	409	120	189	20	...	...
13	Jaggayapeta	Kistna	...	...	...	...	...	...	...
14	Bandar Forest	"	60	124	138	...	...	...	78
15	Balgoti	Bellary	532	187	100	20	8	4	5
16	Arekara	"	100	172	5	1	...	...	...
17	Hulikatti	"	417	225	20	44	44	20	1
18	Eligattori	"	...	312	70	2	1	...	...
19	Harkanal	"	22	182	20	6	16	...	...
20	Adivimakankara	"	116	138	...	13	10	...	...
21	Alagaliwada	"	36	318	15	5	...	15	...
22	Uchangidurgam	"	453	340	16	...	...	13	...
23	Musavankalahai	"	85	203	3	14	3	...	...
24	Kodattu	"	34	236	20	11	2	...	...
25	Hydrada	"	75	372	60	2	50	15	...
26	Dasatta Halli	"	42	188	8	...	...	...	...
27	Tagaikatti	"	24	273	2	2	3	...	...
28	Halvagal	"	938	387	15	9	76	9	...
29	Nagathibasapuram	"	126	375	160	9	12	...	12
30	Kanchikari	"	175	275	30	5	5	24	324
31	Aravamahat	"	70	193	14	8	9	5	14
32	Kanavalli	"	632	296	125	5	10	3	1072
33	Kayakathi	"	632	296	20	29	3	...	...
34	Bandikara	"	340	225	20	20	25	20	10
35	Holgondi	"	52	262	63	...	234	...	...
36	Nenikathi	"	635	150	40	5	200	...	...
37	Selngoyi	"	417	163	112	82	20	1	15
38	Yellarathi	"	388	187	3	80	20	80	...
39	Rayadrug	"	...	...	...	...	...	...	...
40	Kenisapuram	"	537	337	31	2	10	...	...
41	Vithalapuram	"	...	262	30	2	...	...	...
42	Nibalgiri	"	226	289	87	8	...	...	9
43	Thimalgiri	"	...	175	22	60	...	...	...
44	Hospet	"	375	204	130	50	20	50	30
45	Metri	"	585	219	30	20	23	...	...
46	Gandigamanur	"	517	320	80	30	20	...	28
47	Veekatapurem	"	307	378	...	...	...	...	40
48	Dharmasany	"	988	265	41	2	4
49	Jarga	"	1383	464	10	44	292
50	Dargi	"	207	350	1	5	350
51	Ingloti	"	350	1	10	206	1

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 - (2) Second Report on the Poona Schedules of the National Sample Survey (1950-51).
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Thus while most of the major Panchayats did not collect at the highest rates possible, but struggled to devise ways and means of either escaping it or levying it at the lowest rates possible, the majority of the minor Panchayats evaded it altogether.

Scavenging Fees: Public health and conservancy were the obligatory duties of the Panchayats. They provided public latrines for males and females in almost all the major Panchayats, and got them cleansed by the Panchayat scavengers. They also extended their service to private latrines and charged the householders at particular rates except in cases of Panchayats where scavengers were independent of Panchayats as in Vizagapatam District. (column 5.)

This amenity was provided mostly by major Panchayats, while the minor Panchayats lagged behind. But the fees that were being collected by Panchayats varied from one to the other in several respects, such as the base, the rate, the period for which they were collected, and the institutional discrimination they showed.

There was no uniformity in the rates of scavenging fees collected in several Panchayats. But the fees collected varied from Panchayat to Panchayat of the same and different grades in each and every district. Again the fixation of rate was not based on any rational basis, except according to the fancy of the individual Panchayat Board concerned. Sometimes the fees were charged per latrine, sometimes on the number of members in the family, sometimes according to an arbitrary distinction of big and small families, in some instances the rates were per mensem, and in others they were charged on a quarterly basis. Some Panchayats distinguished between different categories of institutions like office, police lines, schools, union areas and private families and charged separate rates for separate institutions. In some cases the scavenging rates were made a part of the assessment on house tax as in the Ceded Districts.

In the Ceded Districts of Anantpur and Kurnool, scavenging fees were also collected on the basis of rates of house tax: as Re. 1, Rs. 1-8-0 and Rs. 2 per quarter per latrine. In Bellary, the Kampli Panchayat collected only Re. 0-3-0 per latrine, while Rayadrug had arranged a regular scale related with the capital valuation of the house at Re. 0-6-0, Re. 0-12-0 and Re. 1 per quarter per latrine, according to the capital value of the house Rs. 800, Rs. 800 to Rs. 3000, and Rs. 3000 and over respectively. In West Godavari, the basis of collection was still different in the 3rd grade Panchayats as in Ganapavaram and Undi. In Ganapavaram, the rates

their reputation suffered still further and they naturally could not make much headway. The Royal Commission on Decentralisation had very severely criticised the experiment ascribing its failure to the artificial creation of these local areas, absence of genuine elections, want of financial responsibility, inadequate control by Local Bodies over their services and finally, too much central control and dictation. (Vide para 238). On the testimony of able statesmen like the late Hon'ble Mr. G. K. Gokhale, it suggested a scheme for the resuscitation of the Village Panchayats, through elected bodies for a group of villages, for managing the common affairs of the village like sanitation, water supply, medical relief, civil and criminal litigation, pasturage and forest protection. It had also recommended Taluka and District Boards, along with Panchayats with independent powers of taxation, within their legal limits and full control over their staff whom they paid with guarantee of tenure of service, promotion and prospects which may be tempered with, when they come into conflict with the public in discharge of their duties. (Vide paras 259-269). After 6 years of the submission of the report, the only action taken was the Government of India's Resolution in 1915 endorsing the principle of elective majorities in a gradual and cautious way. (Govt. of India Resolution 1915 para 23). But, as Bombay was opposed in principle to this recommendation, it appointed the Lawrence Committee, to reconsider the report on this problem once again with the incidental issues arising out of it like the election of the Chairman, financial resources, powers of taxation and execution of Public Works, together with the amount of supervision and control that could be exercised on the above and postponed the issue of forming the Panchayats till its findings were out. When the Committee submitted its report that could not be discussed because of the strong opposition in the legislative council. (Vide Kale Committee Report on Local Self Government in Bombay, 1939. para 19.) This indifference called forth another attack from the Report of the Montague Chelmsford Reforms in 1918 in the following words :—

“The avowed policy, of directing the growth of Local Self Government from without, rather than from within, has on the whole been sacrificed to the need for results and with best intentions the presence of official element on Boards, has been prolonged, beyond the point at which, it has impeded the growth of initiative and responsibility”. “In rural areas, where people are less educated and less practiced in affairs and where the interests involved are different over large areas instead of being concentrated under their

eyes everyday, the Boards are constituted on a less popular basis." (Report on Indian Constitutional Reforms. 1918. paras 20, 125).

In 1919, the Government of India Act was passed with Local Self Government, as one of the provincial transferred subjects. Along with several other provinces that passed their Village Panchayat Act in 1920, Bombay enacted its Village Panchayats Act in 1920, which was very limited in scope. It did not go beyond reviving the old Institution with limited powers. In every village was to be constituted a Panchayat with at least 5 elected members above the age of 21 years with the Patil as an ex-officio member for a period of 3 years. Each Panchayat was to elect a Sarpanch every year and appoint a Secretary subject to the approval of the District Local Board.

The Panchayats had to frame their budgets and submit them to the District Local Board. The Village Fund consisted of any fund allowed by the Governor-General-in-Council under the provision of Section 101 of the Bombay District Municipalities Act, the proceeds of any tax imposed under Section 26 and 27, all fines realised by prosecution for breach of bye-laws, sums ordered to be kept at the disposal of the Panchayat by any order of the Court, the sale proceeds of dirt, dust and manure from the village unless claimed by any person who is entitled to get it and funds contributed to the village fund by the District Local Board.

With these finances at the disposal, the Panchayat was to supply water for cleaning and domestic use, undertake the cleaning of the public roads, drains, tanks and wells, the construction, maintenance and repairs of roads, drains and bridges provided that such works shall not be undertaken without the permission of the person or authority in which it rests, sanitation, conservancy, the prevention and abatement of nuisances, the maintenance, the preservation and use of public buildings, the lighting of the Panchayat area, the supervision of the village school, and the labour employed in Local Public Works, management of cattle pounds, and any other duties entrusted to it.

Five years after the enactment of this Act, a stock taking revealed the existence of 16 Sanitary Boards and 9 Village Panchayats in Nasik, 17 Panchayats and a single Sanitary Board at Wadgaon-Nimbalkar in Poona, 32 Panchayats in Ahmednagar, 30 in East-Khandesh and 13 in West Khandesh, 28 in Satara and 13 in Sholapur. The Progress made in Belgaum, Bijapur, Dharwar, Kanara, Colaba and Ratnagiri was extremely poor. A Committee that was appointed in 1925 to report on the progress of the Local Bodies, observed that

these bodies were likely to disappear unless some special measures were undertaken to revive them by grant of subvention, bestowal of more responsible duties and grant of judicial and criminal powers in suitable cases. No action was even taken on the recommendations of this Committee though even the official opinion regarding working of the existing Panchayats was not very encouraging. (Vide Report of the Bombay Local Boards 1928 p. 21). In their memorandum submitted to the Indian Statutory Commission in 1930, the Bombay Government ascribed the slow growth of the Panchayats, to (1) the organized opposition of the villagers, who do not either come forward for election as members of the Panchayat, or have been forcing those who have been elected to resign by a general boycott of such members; (2) the unwillingness of the villagers to tax themselves; (3) their opposition to compulsory levy of house tax rather than an indirect levy; (4) the general illiteracy of the villagers; (5) the village factions; and (6) the inexperience of the members of the Panchayat who are devoid of any sense of responsibility and want of powers civil and criminal. They also said that it was the opinion of some, that the village Panchayat was an institution, far in advance of public opinion and was pressed upon people who were not ready for it. (Memorandum submitted by Government of Bombay to Indian Statutory Commission in 1930. Vol. 7, p. 166). By 1933, the position of the Panchayats was getting still worse. The number of Sanitary Committees was 26 out of which, 2 alone did anything to justify their existence. In the Northern Division, the number of Panchayats fell from 59 to 56. In the Southern Division, the number fell from 76 to 68. The working of Panchayats in Belgaum, Bijapur and Dharwar was reported to be generally unsatisfactorily. (Report of the Bombay Local Boards 1932-33.) Hence the Bombay Panchayat Act was amended in 1933, by giving them civil and criminal powers. The Government of India Act was passed in 1935 and the Congress Ministry came into power in 1937. They amended the Act in 1939.

A. Structure : This Act of 1939 authorised Constitution of Panchayats for every village of 2,000 population, abolition of the ex-officio system, establishment of Village Benches for every Panchayat for the purpose of exercising judicial powers, the compulsory levy of house tax in all Village Panchayats, providing for appeals and revision to District Courts. The membership of the Panchayat must be ranging from 7 to 11, in proportion to population with reservation of seats, for Harijans, Muslims, and women on the Panchayat. For a minimum population of 1000, the membership is to be 7, for 1000-2000 is to be 9 and for

2000 and above 11 members. The Panchayat should elect one of its members as Sarpanch and the term of office is 3 years. Some amendments were made to the Act in 1947, 1948, 1949 extending the Panchayat membership from 11 to 15, abolishing the ex-officio system and proposing the appointment of a Panchayat Secretary towards whose pay and allowances, the State Government would bear 3/4ths of the expense. By an amendment in 1947, the State Government was made to vest in Panchayat open sites, waste, vacant or grazing lands; no lease or transfer or sale of any immovable property vested in the Panchayat by the District Local Board shall be made, without the previous sanction of the Commissioner or the Board.

B. Finance : The Finance of the Panchayat consisted of proceeds of taxes and fees, income of property vested in the Panchayat, sale proceeds of dirt or dust, income through Government, share of the local fund cess, all fines and sums ordered to be paid to Panchayats, fees for the Institution of cesses, sums received by way of gifts, opening balances etc. House Tax was compulsory and was a regular source of income to all Panchayats besides other taxes like, bazar tax, fair tax, weekly market tax, tax on marriages, fees on adoptions, on pilgrim centres, fairs and festivals, bus and vehicle tax, cattle pound fees and bhangi patti. In addition to these, there was the income from majesterial fines, private contributions and donations. By an amendment of 1947, the Panchayats were allowed 15% of the Land Revenue or 25% of the local fund cess realised within the limits of the village, whichever was greater. By an amendment in 1948 additional taxes like taxes on farm buildings on agricultural lands, assessment on fairs and festivals, entertainments, shops and hotels, a tax on premises where machinery was run by steam oil or electricity for any purposes other than domestic or agricultural were authorised.

C. Functions : The administrative functions of the Panchayats included cleaning of public roads, drains, bunds and bridges, sanitation, conservancy, prevention and abatement of nuisance, improvement in public health, the maintenance and regulation of the use of public buildings, grazing lands, forests, tanks, lakes, wells vesting under the control of the Panchayat. The Local Government may assign to any village Committee, the rights of the Government to take over any land which has been constituted a reserved forest, may cancel each assignment, may provide with timber, or other forest produce or pasture or other duties for the protection and improvement of such forests, the lighting of the village, control

of fairs, bazars, slaughter houses, cart stands, provision and maintenance of burial grounds.

The list of functions of the Panchayat too was extended including crop experiments, construction and maintenance of slaughter houses, relief of the sick and the destitute, improvement of agriculture, co-operative farming, improvement of cattle and their breeding, establishment of granaries and village libraries, plantation of trees along roads in market places, lay out and maintenance of play grounds, promotion, improvement and encouragement of cottage industries, destruction of stray and mad dogs, construction and maintenance of Dharmashalas, management and control of ghats, assistance to residents where any natural calamity occurs, disposal of unclaimed carcasses and corpses, construction and maintenance of public latrines, watch and ward and construction of houses for the conservancy staff of the Panchayat.

PART II

Facts Revealed by the Survey

The sample Panchayats are classified into 4 categories i. e. 1. Panchayats with good finances and good working, 2. Panchayats with bad finances and good working, 3. Panchayats with bad finances and bad working, and 4. Panchayats not working due to one cause or other. These are called best, good, moderate and bad and showed in the Table 1 as A, B, C, & D, respectively. (p. 30).

A. Structure: In Poona, the number of Panchayats upto 1939 was only 66. After 1939, about 36 came into existence and the number gradually increased to 112 by 1947. Proposals for the establishment of Panchayats were not received for the rest of the villages, while 38 villages with population of 1000 and less were having in them Panchayats which were working. In Satara, 121 villages of the required category had Panchayats. In Sholapur, out of 126 villages with 2000 population, only 93 were having Panchayats while the remaining 33 villages were still awaiting for the orders of the Government for references made 4 years back. Panchayats were also established in 10 places, where the population was less than 2000 and the experiment proved a good success. In Ahmednagar, upto 1936, there were only 36 Panchayats and the number rose to 79 by 1947.

There were instances, where either no villagers came forward for elections, or willfully opposed the formation of the Panchayat, for fear of compulsory taxation as in Malad-Baramati, Walke, Mamane and Chinchale in Poona, or Sadashivagad in Satara. In Malad-

Baramati, none stood for election and the District Collector had to nominate at the instance of the District Local Board, all the members in 1942-43. Attempts were similarly made to hold general elections at Chinchale, in Poona, where it was not possible to succeed due to the strong, silent opposition, engendered by the local inamdar, who for fear of losing his importance, looked to the non-establishment of the Panchayat. In Sadashivagad in Satara, there were 2 strong factions in the village, which wanted representation in the Panchayat according to the several Wadis or Hamlets in which they lived and because that could not happen, they did not allow the Panchayat to be formed.

One Village, One Panchayat : The usual practice was to have only a single Panchayat for a single village.

Joint Panchayats : Kedgaon-Bori-Parthi was the only surviving specimen of Joint Panchayats in Poona. It illustrated the difficulty of reconciling the interests of both the villages in the administration of the Panchayat. The members from Bori-Parthi complained that much of the money they were earning was by way of house-tax from their locality which was being spent in Kedgaon while Kedgaon contributed little for the amenities of Bori-Parthi. As a result, both the villages desired to have separate Panchayats for each, than a Joint Panchayat.

Members of Reserved Seats and Women Members : This was strictly on the basis of population proportion in the village. The general impression was that their presence was more or less nominal, as they could not effectively contribute to the deliberations of the Panchayat. But there were instances where even the members of the reserved seats and women members proved very efficient members of the Panchayat. In Sholapur, Mohol Panchayat was predominantly Muslim, but, the working of the Panchayat was quite sound and there were no communal quarrels. In the Panchayats of Chakan, Bopody and Kedgaon—Bori-Parthi in Poona, there were very intelligent and active women members of the Panchayat, though such instances were of course rare. In the majority of cases, they were merely nominal. Similarly, the scheduled caste members in Arvi, in Satara and Pathardi in Ahmednagar, commanded great respect and influence and were great assets to the Panchayat.

Ex-Officio System : The practice of making the village Patil the ex-officio member of the Panchayat was prevalent for a long time and he proved to be an effective influence in the working