Government {1896} of Madras.

REVENUE.

155.C
OW 10216/96

Recd. } 1896. *Enclosures*

Regd. } 1896. *Spare copies*

G.O., No. 514, 8th October 1896.

OCTOBER.

Conference.

Passing orders on Board's Proceedings submitting, with remarks, a memorandum of the discussions held with Sir E. Buck on certain subjects referred for the consideration of the — held in December 1895.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—again G.O., No. 3905, Revenue, dated 26th September 1895.

Abstract.—Communicating to the Board of Revenue Resolution of the Government of India announcing the deputation of Sir E. Buck, Secretary to the Government of India, Revenue and Agricultural Department, to discuss with Local Governments and Administrations the various subjects considered at the Agricultural Conference of 1893.

Read—again G.O., No. 780, Revenue, dated 29th November 1895.

Abstract.—Communicating with remarks to the Board of Revenue Proceedings. Government of India, forwarding a memorandum summarizing the remaining questions to be considered in connection with the Agricultural Conference of 1893.

Read—again G.O., Mis. No. 4345, Revenue, dated 1st November 1895.

Abstract.—Communicating to the Judicial Department and to the Board of Revenue, with remarks, Circular from the Government of India explaining their policy in regard to bringing the Registration and Land Records Departments into closer correspondence with each other and under the same responsible head.

Read—also the following Proceedings of the Board of Revenue (Land Revenue), No. 327, dated 28th August 1896 :—

Read—Government Order, Press No. 780, Revenue, dated 29th November 1895.

Read—again Government Order, Mis. No. 5012, Revenue, dated 12th December 1895.

Abstract.—Directing, in modification of Government Order, No. 4345, dated 1st November 1895, that the subject of bringing the Land Records and Registration Departments into closer correspondence with each other should be discussed with Sir Edward Buck by the Full Board and the Inspector-General of Registration.

Resolution—No. 327, dated 28th August 1896.

The Board begs to submit herewith a memorandum of the discussion held with Sir Edward Buck on the marginally-noted subjects referred for the consideration of the Full Board in the Government Orders read above.

I.—Elasticity in collecting land revenue.
II.—Training of junior civilians in the field.
III.—The amalgamation of the Land Records and the Registration departments of Government.

2. *I.—Elasticity in collecting Land Revenue.*—It will be seen from the memorandum that the only points on which information is required to be furnished by the Board on this subject are the following :—

(i) Whether remissions on dry lands are recommended and granted in exceptional circumstances and whether the rules provide that adequate consideration should be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code ;

(ii) whether the rules do not leave too much to the discretion of the Collector; and

(iii) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial less.

3. On the first point, Standing Order No. 23 provides that no remissions of assessment on unirrigated lands will be granted unless in very exceptional years or under very exceptional circumstances and with the previous sanction of the Board. This rule is based mainly on the considerations that assessment on dry lands is on the average very low and that in calculating the settlement rates a deduction of from 15 to 25 per cent. has been made on account of vicissitudes of season and the inclusion of unprofitable areas in the holdings. In practice, dry remissions have been granted on waste and on withered crops and in cases of short produce even where the failure of crops was not such as to call for measures of famine relief. This will be borne out by the marginal statement which exhibits the amount of dry remissions granted during the last 15 years in famine and non-famine tracts.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	51,698
1303	..	..	..
1304	..	..	..

4. The principles by which the Board is guided in the grant of such remissions are explained in the Board's Proceedings recorded in Government Orders, No. 780, dated 2nd April 1879, No. 262, dated 6th March 1882, No. 393, dated 17th April 1882, No. 1302, dated 22nd November 1882, and No. 305, dated 19th March 1887, and are briefly stated below :—

No remission is granted in tracts or villages in which the average crop is 6 annas or more, a normal crop being taken at 12 annas or three-fourths of the highest standard. When the crop is less than 6 annas remissions are granted at varying rates at the discretion of the Board :—

(*a*) When the crop is between 6 and 4 annas, at 25 or 50 per cent. according to the degree of distress prevailing in the affected tracts ;

(*b*) when the crop is between 4 and 2 annas, at 50 or 75 per cent. ; and

(*c*) when it is less than 2 annas, 85 per cent. or full remission. Full remission is also granted on *waste* where the cultivated lands of individual ryots have yielded less than a 6-anna crop, but if they have yielded more, the assessment of only such waste as is not usually left fallow or reserved for pasture is remitted.

5. The figures given in paragraph 3 show that remissions are granted on dry lands in exceptional cases, but the wording of Standing Order No. 23 precludes Collectors from asking for the Board's sanction to such remissions unless the circumstances are very peculiar. It is generally supposed by District officers that distress deepening into famine will alone justify an application for dry remission, and it is to be feared that a too strict interpretation of the rules may cause a good deal of hardship. But the Board considers that the principles enunciated in the papers quoted in the last paragraph are sound and would more especially invite attention to the full explanation of the Madras system given in the Board's Proceedings, under Government Order, No. 780, dated 2nd April 1879. It was then said :—

"On dry lands individual remissions are not given. The State does not step in to prevent a man from passing from the condition of a petty proprietor (or occupier) on his own account to that of a laborer. If accident, such as loss of cattle, impecuniosity, &c., prevents an individual in an ordinary year from cultivating, his case must take its course. But if there is so general a failure of rain, so great a blight, or other natural visitation over a tract as to render it desirable from public rather than individual considerations that the revenue demand should not be pressed in full, or should be remitted altogether, the partial or entire remission deemed necessary is given over the distressed tract, and the advantages are shared rateably by all alike. It is considered

better for the general interests of the people and Government that, if the outturn over a tract is quite insufficient to meet the demands of a year, small accumulations of capital, if such exist, should not be sought out and absorbed to meet the deficiency. Absence of capital has probably been amongst the causes that have led to the distress, or at any rate weakened the people's power of resistance. To hold what little capital may be accumulating liable for the year's demand in a season of scarcity is at once to intensify the distress and render its recurrence and ultimate loss of revenue in consequence more probable and more serious; and so remission is allowed not to keep a pauper ryot from throwing up any field or fields that ordinarily he cannot make profitable and meet the revenue demand upon, but because, 1stly, it is considered that the general failure of the particular season over the particular tract entitles each of the ryots therein, whether he be poor or whether he be rich, in his position as a Government tenant to consideration at the hands of Government as his landlord; and, 2ndly, it is thought better to relax the demands in an exceptionally hard time, so that the resources of the tract may not be unduly crippled or capital unduly trenched on."

6. The Board is however prepared to amplify Standing Order No. 23 so as to make it clear that dry remissions may be recommended even in years when no wide-spread distress is anticipated. There appears to be no reason for advocating a departure from the principle that individual losses should not be estimated. The case of dry lands differs from that of wet areas, in which the State is responsible for the supply of the necessary water. The failure of crops on dry lands is either due to seasonal causes or to the ryot's neglect. The latter cause does not entitle him to any consideration at the hands of Government, and the former must, as a rule, have affected his neighbours in the same measure as himself. It is therefore reasonable that concessions should be calculated for a tract and not for individual fields. But the Board believes that the stereotyped deduction made in the settlement calculations for vicissitudes of season does not always afford the necessary relief. It acts as a *bonus* on fertile lands and helps but little the ryot who owns the poorer soil. This remark applies with equal force to wet lands.

7. On the second point the Board begs to state that as the affected parts are, as a general rule, promptly inspected by the Commissioner of Revenue Settlement and Agriculture, the question of the grant of dry remissions is not wholly left to the discretion of the Collector.

8. On the third point the Board observes that in seasons of short water-supply or insufficient rainfall ryots are encouraged to sow dry crops on their wet lands and are granted a remission of the difference * between the dry and wet assessments, and that in cases where the ryots sow wet crops and reap not more than a 2-anna crop full remissions are also granted on portions of survey fields.† Having regard to the above facts and to the allowance of from 15 to 25 per cent. made on account of vicissitudes of season and unprofitable areas in determining the settlement rates of assessment, the Board has not hitherto considered that any further concessions are called for. The question of remissions is dealt with by the Settlement Commissioner.

	Rs.		Rs.
* Fasli 1290 ..	1,02,610	Fasli 1298 ..	99,279
,, 1291 ..	1,20,076	,, 1299 ..	57,744
,, 1292 ..	1,04,943	,, 1300 ..	3,24,987
,, 1293 ..	90,195	,, 1301 ..	4,55,973
,, 1294 ..	1,82,156	,, 1302 ..	2,27,666
,, 1295 ..	1,13,749	,, 1303 ..	64,738
,, 1296 ..	73,471	,, 1304 ..	1,54,122
,, 1297 ..	67,749		

† Board's Proceedings, No. 161, R. S., dated 8th July 1896.

9. *II.—Training of Junior Civilians in the field.*—Next, as regards the training of junior civilians, it will be seen that the rules on the subject are appended to the memorandum of the notes of conference. The Board would also invite attention to Board's Proceedings, Nos. 630 and 835, dated 16th July and 26th September 1888, respectively, and to Mr. Nicholson's note printed at pages 67 and 68 of the Proceedings of the Agricultural Conference held at Simla in 1893. The Board sees no objection to the adoption of the suggestion that junior civilians should receive training in the Executive Engineer's office in estimating and plan-drawing and in respect of elementary work, such as earthwork (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

10. *II—The amalgamation of the Land Records and the Registration Department of Government.*—The Government of India enquires whether the Registration and Land

Records establishments may not be placed under the same responsible head with a two-fold object, viz.—

(1) in order that the Registration Department which registers assurances or evidence of titles and the Land Record department which registers titles to revenue-paying lands may be brought into closer correspondence with each other, so that by perfecting the registration of rights in the Land Records he may make it possible to contract the limits within which the registration of assurances is compulsory; and

(2) that parties may be relieved, as far as possible, from the trouble and expense of appearing before two distinct departments in respect of one and the same transaction.

11. The above proposal involves the consideration of the several questions specified in the memorandum of the notes of the conference, but from the subsequent correspondence with Sir Edward Buck the Board understands that the original intention has since been modified and that it is not the desire of the Government of India that any change in the existing system should be considered. In a note written on the 13th February 1896 Sir Edward Buck says: —

"The object in view would . . . . seem to be sufficiently attained for present purposes if the Director be permitted to receive copies, annual or other, of important reports or proposals from the Registration Department with authority to submit thereon such suggestionsand comments as may occur to him for the consideration of the Board of Revenue and of the Local Government."

To this suggestion the Board believes that no objection can be raised. Sir Edward Buck adds that it is intended to avoid "on the one hand any dislocation of existing arrangements, and on the other any material discussion of the existing systems of Land Records and Registration."

12. The Board is therefore precluded from discussing the proposals and would merely invite attention to the action taken in 1885 with a view to bring the Land Records and the Registration departments into closer correspondence with each other. In the order read in Board's Proceedings, No. 844, dated 13th March 1885, the Government directed that whenever an instrument involving transfer of possession of lands was presented to a Sub-Registrar he should ask the parties whether they desired to have transfer of revenue registry effected at the same time, and, if they consented, he was directed to allow them to execute before him, on printed forms supplied for the purpose, the necessary application to the revenue authorities and afterwards transmit it to the Tahsildar concerned. This order has been in force since 1885–86 with this modification, viz., that even when one of the parties — say, the transferer—subsequently recedes, the application should be disposed of under paragraph 3 (*a*) of Standing Order No. 20 as if it were made only by the transferee—*vide* paragraph 7 of Board's Proceedings, No. 314 of 24th July 1894. It will be seen from the marginally-noted figures comparing the total number of applications dealt with by the Revenue officers with the portion thereof presented through the Registration Department, that the above system has been finding favour with the people.

Fasli.	Total number of applications.	Number presented through Registration officers.	Percentage of column 3 to column 2.
1297	125,965	40,455	32·1
1298	130,312	42,340	32·5
1299	131,998	46,676	35·4
1300	132,701	50,254	37·9
1301	117,817	48,018	40·8
1302	127,658	56,654	44·4
1303	114,563	52,637	45·9
1304	110,037	50,886	46·2

13. Of the three classes of transfers dealt with in the rules for the transfer of registry of holdings embodied in Standing Order No. 20, it is only in cases of transfers by succession that Revenue officers are expected to take action on their own initiative immediately after the occasion for the transfer arises. In the other two classes of cases, transfer of registry is made only on the application of one or both of the parties; and where no such application is presented action is taken by the Revenue officers only after the alienee has been in possession of the property for twelve years from the date of the alienation or court sale. The extent to which action has been taken in this direction is indicated in the appended statement; the considerable variations between the number disposed of in the several districts have been ascertained to be due to the varying efforts made by Revenue officers of their own accord to secure agreement between ownership and revenue registry. Instructions will be separately issued on this subject and on the cognate

question whether even in cases where the alienees, *e.g.*, by court sales, have been in possession for a smaller period than twelve years, Revenue officers may not take action of their own initiative in view to the transfer being registered, if it is found on enquiry that neither of the parties objects thereto. The facts mentioned above and in the preceding paragraph will show that attempts are being made to secure agreement between ownership and revenue registry so far as is possible without leading ignorant villagers to suppose that a new departure has been taken in the matter of registering titles.

14. On the suggestion referred to in paragraph 11 above, the Board begs to state that it is already consulted by Government whenever any proposals are made by the Inspector-General of Registration which have any reference to Land Records; and it welcomes the proposal that the Inspector-General should transmit copies of the reports on the operations of the Registration Department for its information inasmuch as the Settlement Commissioner will thereby be afforded an opportunity of offering his views on the suggestions or inferences made by the Inspector-General of Registration in regard to the economic condition of the country and of supplementing the same in the light of the information furnished in the returns of agricultural statistics compiled and reviewed in the Board's office.

15. The delay in the submission of this report is regretted. As already stated in the telegram sent to Government with Board's Proceedings, No. 1990, dated 22nd July 1896, it is due to the fact that the Board has been awaiting the receipt of a detailed note from the late Inspector-General of Registration. This note was promised in January last, but has not as yet been received from him, though the Board has recently been furnished by the present Inspector-General with an incomplete copy of the same. Diwan Bahadur Srinivasa Raghava Aiyangar has again promised to send in his note with final amendments, but the Board is not prepared to defer any longer its reply to the order of Government. The note will be submitted to Government on receipt.

(True Copy and Extract.)

(Signed) R. C. C. CARR,
Acting Secretary.

To the Secretary to Government, Revenue Department, with copies of the minutes of conference and Sir Edward Buck's notes and with spare copies of Board's Proceedings, No. 630, dated 16th July 1888 and No. 835, dated 26th September 1888.

APPENDIX.

Districts.	Faslis.							
	1298.	1299.	1300.	1301.	1302.	1303.	1304.	Total.
Ganjám	..	..	..	..	..	3	6	9
Vizagapatam	2	..	..	..	..	..	354	3
Gódávari	..	162	1	..	..	..	..	1,380
Kistna	..	..	207	..	247	..	..	..
Nellore	1	..	..	143	..	267	..	9
Cuddapah	7	62	..	..	..	..	253	1
Anantapur	1	2	..	18	294	..	222	741
Bellary	30	73	122	142	56	107	51	614
Kurnool	..	..	41	55	357	69	14	650
Madras	..	..	4	45	26	43	..	153
Chingleput	..	18	..	..	..	64	33	..
North Arcot	9	4,303	27	..	76	..	1,755	33	685	238
South Arcot	3	..	1,400	5,258	51	2,363	..	311	49	15,773
Tanjore	3	16	63	..	150	..	266	74	3	426
Trichinopoly	15	33	33	1,006	76	311	6	..	547
Madura	..	2	52	..	67	266	7	18	1,247
Tinnevelly	73	79	..	92	14	74	2,065	4	40
Coimbatore	122	342	70	241	166	6	9	1,366	491
Nilgiris	..	1	258	8	677	7	2,066	9	5,071
Salem	5	..	3	..	9	2,065	4	1,366	30
South Canara	64	474	..	..	..	9	..	759	985
Malabar	..	..	122	88	..	221	759	129	1,256
Total ..	335	5,567	2,403	7,322	4,500	5,582	3,946	29,655

Enclosure.

NOTES OF CONFERENCE HELD WITH Sir E. C. BUCK, 14th December 1895.

Present:

Sir E. C. Buck, *Kt.*, c.s.i.
The Hon'ble Mr. C. S. Crole, Acting First Member, Board of Revenue.
" " A. T. Arundel, Acting Second Member, Board of Revenue.
" " J. Sturrock, Acting Third Member, Board of Revenue.
H. M. Winterbotham, Esq., Fourth Member, Board of Revenue.
L. M. Wynch, Esq., Secretary to the Board of Revenue (Land Revenue).
Dewan Bahadur Srinivasa Raghavaiyengar.

Read G.O., No. 780, dated 29th November 1895, communicating letter from Sir E. C. Buck, *Kt.*, c.s.i., Secretary to Government of India, Revenue and Agricultural Department, on special duty, dated 20 November 1895, No. 12.

The first subject discussed was the question of elasticity in collecting land revenue. Sir E. C. Buck cited Government of India Resolution No. 15, dated 7th September 1895 (in Board's Proceedings, No. 5021, dated 7th October 1895) in explanation of the question at issue.

It was pointed out that the Board had no reason to believe that the system of collection in Madras was unduly rigid—or that land was passing to any great extent from the hands of agriculturists into those of non-agriculturists.

It was also pointed out that a deduction for vicissitudes of seasons of from 15 to 20 per cent. was made from the gross profits before the determination of the Government assessment.

The standing orders regulating the grant of remissions were then discussed.

Sir E. C. Buck observed that paragraph 4 of Standing Order No. 23 seemed to be worded so as to deter Collectors from recommending remissions on dry lands, and that as the rules were all that the Government of India had before them it would be as well to explain that in practice such remissions are recommended and granted in exceptional circumstances, *e.g.*, in 1891 and 1892 in about six districts.

The rules laid down in the Famine Code sufficiently provide for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government. The questions to be considered in the Resolution seemed to be—

(1) Whether the rules provide that adequate consideration would be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code.

(2) Whether they did not leave too much to the discretion of the Collector.

(3) Whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss.

II.

The next point discussed was the training of junior civilians in the field.

The existing rules (appended) were thought to be sufficient. It was however suggested that junior civilians might with advantage receive training in the Executive Engineer's office in estimating and plan drawing, in respect of elementary work, such as earth-work (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

III.

Read G.O., No. 5012, dated 12th December 1895, communicating copy of G.O., Mis. No. 4345, dated 1st November 1895, communicating Circular from the Government of India, Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895, as to the question of bringing the departments of Land Records and Registration into closer correspondence with each other.

Sir E. C. Buck opened the discussion by reading a note which he had written.

As to what is meant precisely by a record of right, Sir E. C. Buck referred the Board to the Acts of the North-West Provinces and the Punjab, especially the latter.

The Madras record is maintained under Regulation XXVI of 1802.

It was admitted that the Courts attached little or no weight to the entries therein and in consequence the village records have tended to become a mere record of the persons responsible for the payment of the Government revenue.

Allowing that no record of right (as understood in Northern India) is at present maintained in this Presidency, there is not at present that duality of system which the Government of

India desires to see reduced to smaller dimensions. And the question of the further amalgamation of the department of Land Records and Registration is not one that requires immediate discussion.

The first question to be considered is—

How far is the record now maintained a record of ownership?

Sir E. C. Buck remarked that if there was any doubt about this it would seem desirable to institute some system of examination by which it could be ascertained whether the record was in accord with the facts or not.

2. If not, how best could a record of right be constructed and maintained from the existing records making the fullest use of the registration offices?

The following measures would, if a record of rights were constructed and maintained, seem to be necessary:—

(*a*) To make a judicial enquiry into the correctness of each entry as it now stands.

(*b*) To make it compulsory to describe lands in documents by their survey numbers.

(*c*) To maintain a record for every survey field in serial order.

N.B.—Whether this should be maintained in the Registration offices or by the karnams is a question for decision.

(*d*) To make it obligatory under penalty upon proprietors (1) either to report to the Revenue office transactions affecting land of less value than Rs. 100, or (2) to have them registered in the Registration office.

(*e*) That a judicial enquiry should be held upon such reports.

It was objected that a very large amount of extra work would be thrown on the Revenue Department (1) in the construction of the initial record; (2) in the maintenance of it. Also that the record would be of little use if encumbrances were not to be brought upon it.

L. M. WYNCH,
Secretary.

Extracts from the Indian Civil Service Manual.

Paragraph 12.—*Assistants to be placed in entire charge of one or more villages.*—One or more villages near the chief town shall be placed under their charge, and they will be required to undertake their entire management and to keep the accounts of the same; their orders, until they pass by the lower standard, being subject to the Collector's confirmation. After a time the condition of these villages, their tenures, statistics, &c., shall be fully reported upon to the Collector.

Paragraph 40.—(1) Independently of the examination in survey which is prescribed for the higher standard in rule 22 *supra*, junior civilians must undergo a month's practical training in surveying, and no officer will be entitled to receive the increased allowance of a "passed assistant" until he has completed this practical course and received the required certificate.

(2) Survey schools, each lasting one month, are held at convenient centres during the months of May and June. The dates of opening and closing the schools and the places at which they are to be held are fixed by the Board of Revenue and notified for the information of Collectors early in April.

(3) The most suitable time for practical training in survey work will ordinarily be when an assistant has attained six months' standing. Before an assistant has reached that period of his service, he should submit a request to be attached to a survey party. The Collector will forward the application through the Superintendent, Revenue Survey, for the sanction of the Board of Revenue. The Superintendent of Survey in forwarding it will state to which school the assistant may, in his opinion, be most conveniently attached.

(4) On sanction being given for an assistant to join a survey party, his Collector will make arrangements to relieve him of his ordinary duties during the period of training.

(5) Assistants shall, on joining a survey party, report themselves to the Collector of the district where the party is working.

(6) Each survey school is superintended by the Survey officer in charge of the division in which the school is held.

(7) The course of instruction is as follows:—

(i) That prescribed for karnams which lasts about one week and comprises the use of the following instruments: chain, cross staff, offset pole, plotting and offset scales, area square.

(ii) The additional course usually undergone by Revenue Inspectors comprising the use of the following instruments: prismatic compass, protractor, plane table, computing scale. This course also lasts for about one week.

(iii) The use of the theodolite, vernier scale, diagonal scale.

While learning the use of the instruments mentioned above, the method of preparation and practical use of the following survey records and the means of testing their accuracy have to be thoroughly acquired:—

(1) Village maps, (2) field measurement book, (3) field register and (4) area list.

The Survey officer will take the class of junior civilians with him to one or more villages and examine the survey records on the ground on at least fifteen days during the course of instruction.

(8) After an Assistant Collector has satisfactorily completed his prescribed course, a certificate in the Form A appended shall be prepared by the officer in charge of the party and forwarded for countersignature to the Superintendent of Revenue Survey, whose duty it will be to satisfy himself, as far as possible, that the certificate is correct and that the time passed with the party has been profitably employed.

Form A.

Certificate.

I, A. B., Deputy Superintendent of Revenue Survey, do hereby certify that Mr. C. D. of the Indian Civil Service has been attached to ——— Party for a period of ——— from ——— to ———, during which time he has accompanied me on ——— occasions when engaged on field work survey and that he has acquired a fair knowledge of the operations of survey and of the orders relating thereto.

(Countersigned) X. Y.,
Supdt. of Rev. Survey.

(Signed) A. B.,
Dy. Supdt. of Rev. Survey.

(9) The Superintendent of Revenue Survey will forward to the Board of Revenue, for submission to Government, an annual return of all certificates granted to Assistant Collectors during the previous official year. The return will be in the Form B appended and should reach the Board not later than the 1st of June of the year following that to which it relates.

Form B.

Statement of certificates granted by Superintendent of Revenue Survey to junior civilians who have been attached to his department during the year ending 31st March 189 .

Number.	Name of junior civilian.	Appointment held by junior civilian.	To what party. attached.	Name of Deputy Superintendent.	Date of issue of certificate.	Remarks.
1	2	3	4	5	6	7

(Signed)
Superintendent of Rev. Survey.

Order—No. 514, Revenue, dated 8th October 1896.

Miscellaneous.

In the Proceedings read above, the Board submits with its remarks a memorandum of the discussion held with Sir Edward Buck on the remaining subjects referred for the consideration of the Conference held in December last, namely,

(1) elasticity in collecting land revenue,
(2) the training of young civilians in the field, and,
(3) the amalgamation of the Land Records and the Registration departments.

2. The first of these three subjects was referred to in paragraph 4 of the Resolution of the Government of India in the Department of Revenue and Agriculture, No. 15—93-1, dated 7th September 1895. In that Resolution the Government of India, after premising that measures for the prevention and relief of agricultural indebtedness were at the time under its consideration, remarked that while framing measures with this object it was incumbent upon Government to take care that such indebtedness is not promoted by the rigidity of the

G.O., No. 3905, Revenue, dated 26th September 1895.

land revenue demand and that while the general principle of fixity of demand is maintained as essential, allowance is so made for special circumstances, both in the assessment and in collection, that the provident land-owner shall not be driven to have recourse to the money-lender in order to pay the Government revenue. Local Governments were accordingly requested to take advantage of Sir Edward Buck's tour for the purpose of discussing this matter, and thereafter to advise the Government of India as to what measures in this direction were regarded as practicable in each province and as to the reasons for so regarding them.

In the course of the discussion held with Sir Edward Buck, it was pointed out that the system of collecting land revenue in this Presidency is not unduly rigid and that land does not pass to any great extent from the hands of agriculturists into those of non-agriculturists. Attention was also drawn to the fact that leniency of assessment should have been secured by the deduction of from 15 to 20 per cent. which is made from gross produce on account of the vicissitudes of season before the determination of the Government share. The Conference considered that the rules in the Famine Code sufficiently provided for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government, but that further information was required as to the following questions:—

"(1) whether the rules provide that adequate consideration would be paid by District-officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code;"

"(2) whether they did not leave too much to the discretion of the Collector;"

"(3) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss."

3. The Board's views on these matters have now been submitted. On the first point, the Board observes that remissions of assessments on dry lands have been granted in exceptional circumstances, both in famine and in non-famine tracts, and illustrates this remark by the statement reproduced in the margin which shows the amount remitted during the fourteen years ending with fasli 1304 (1894–95). These remissions related not only to waste lands but also to lands on which the crops were totally lost or yielded a poor outturn.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	58,698
1303	..	..	..
1304	..	..	..

The Board next discusses in paragraphs 4—6 of its Resolution the principles upon which the grant of remissions on dry lands is regulated, and, in drawing attention to the wording of its Standing Order No. 23, suggests that it is desirable to amplify the rule contained therein so as to make it clear that a remission on dry lands may be recommended even in years when no wide-spread distress is anticipated. The modification is in the opinion of Government desirable, but it will be necessary to word the revised Standing Order with great care. The Government concurs in the Board's views as to the distinction between dry and wet areas and the necessity of adhering to the principle that concessions granted in respect of dry lands should be calculated for a tract—and not for individual fields—in consideration of the circumstance that the failure of crops on dry lands is due either to seasonal causes or to the ryot's neglect. As the Board remarks, the latter cause does not entitle the ryot to any consideration at the hands of the Government and the former must as a rule have affected his neighbours in the same measure as himself.

4. In regard to the next point, namely, whether the rules do not leave too much to the discretion of the Collector, the Government agrees with the Board in considering that the Collector's action is sufficiently supervised by the Commissioner of Revenue Settlement, who as a rule promptly inspects areas in regard to which it is proposed to grant dry remissions.

5. With reference to the third point, namely, whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss, the Government concurs in the views expressed in paragraph 8 of the proceedings. The grant of remission of the difference between the wet and dry assessment in the case of wet lands cultivated with dry crops owing to deficiency of water-supply or inadequate rainfall, taken together with the liberal allowance which is made on account of vicissitudes of season and unprofitable areas when the settlement rates are fixed, renders any further concession uncalled for. The Board state that in cases where the ryots sow wet crops and reap not more than a 2-anna crop, full remissions are granted and that in this case and in the case of the remission of the difference between the wet and dry assessment referred to above, remissions are granted on portions of survey fields. These orders of the Board should be submitted for the consideration of Government.

6. The next subject for consideration is the training of young civilians in the field. This is referred to in sub-paragraph (1) of the memorandum accompanying Sir Edward Buck's letter No. 12, dated 20th November 1895, which suggests the discussion of the question whether any modification of the present system is desirable. The opinion of the Conference on this point was that the existing rules which are embodied in the appendix to the memorandum of discussions are sufficient. It was however suggested that junior civilians might with advantage also receive training in the Executive Engineer's office in estimating and plan-drawing in respect of elementary work, and the Board now endorses that suggestion. Junior civilians have frequent occasions in their capacities as revenue divisional officers and taluk board presidents to scrutinize estimates for minor irrigation works, the maintenance of communications, famine relief works and works of petty construction and repairs, and there can be no question as to the advantage which they would derive from receiving training of the character suggested. The proposal is accordingly approved and the Board will be requested to draw up detailed instructions in the matter and to submit definite proposals for the sanction of Government in the Public Works Department. Before passing on to the next subject, the Government desires further to request the Board again to draw the attention of Collectors to Board's Proceedings (Land Revenue), No. 630, dated 16th July 1888, and to Board's Proceedings (Land Revenue), No. 835, dated 26th September 1888, and to arrange, as far as may be possible, that junior civilians shall in future receive a thorough course of instruction in the duties of a revenue officer.

7. The last subject for consideration is the suggested amalgamation of the Land Records and Registration departments. The views of the Government of India in regard to this matter are set out in its Resolution in the Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895. For the reasons detailed therein, the Government of India expressed its desire that the Registration and Land Records establishments should at the first convenient opportunity be brought under the same responsible head, the object in view being two-fold, namely, (1) "by perfecting the registration of rights to render possible a contraction of the limits within which registration of assurances is compulsory" and (2) "to relieve as far as possible the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

The Conference in discussing this question first noticed the fact that there is in the Madras Presidency no "record of right" as the term is understood in Northern India. The records maintained under Madras Regulation XXVI of 1802 are practically nothing but registers showing the individuals responsible for the payment of Government revenue. It was next pointed out that if this were conceded—it cannot, in the opinion of Government, be disputed—there is not at present that duality of system which the Government of India desires to see reduced and the question of the further amalgamation of the two departments consequently requires no immediate discussion. The Conference however indicated the questions which would require consideration in the event of discussion being considered necessary. These were as follows:—

(1) "How far the record now maintained is a record of ownership?"

(2) "If it be not such a record, how can a record of right be best constructed and maintained from the existing records, making the fullest use of the registration offices?"

Into these questions, however, the Government does not propose to enter, for it appears from paragraph 11 of the Board's Resolution and from the note referred to therein that it was laid down in the course of similar discussions held in Bombay that the immediate object of the Resolution of the Government of India quoted above was merely that "an opening should be given to the Land Records department to suggest any reforms which may from time to time appear desirable in the direction of utilizing the land records as far as it may be convenient or advisable to do so for purposes of registration of title," and that this object "would seem to be sufficiently attained for present purposes if the Director of Land Records be permitted to receive copies, annual or otherwise, of important reports or proposals from the Registration department with authority to submit thereon such suggestions and comments as may occur to him . . . in the direction of making a fuller use of the land records in respect to registration of deeds or titles." As the Board observes, no objection can be raised to this course which has indeed been followed in the past in regard to proposals made by the Inspector-General of Registration in this Presidency and bearing direct reference to the business of the Land Records department.

8. In paragraph 12 of its proceedings, the Board draws attention to the orders issued more than ten years ago which in this Presidency provide for the execution in Registration offices of transfers of revenue registry, and shows that increasing advantage is every year taken of this system, which is calculated to secure part of the object kept in view by the Government of India, namely, "the relief of the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

9. In paragraph 13 the Board refers to the extent to which action has been taken in the several districts for the purpose of securing agreement between ownership and revenue registry. The appendix to the proceedings would seem to show that action in this direction has been much more vigorous in some districts than in others, but the Government notes that the Board proposes to issue separate instructions on this subject and on cognate questions and will defer making further remarks until the receipt of the Board's more detailed views. It will suffice to say that in the opinion of Government no further steps need be taken for the reconciliation of ownership and revenue registry in this Presidency. The preparation of a record of rights would involve enormous expenditure and occupy many years and it is questionable whether such a measure could ever be carried out without decreasing the size of the Madras districts and materially strengthening the land revenue and judicial establishments. The records maintained in the Registration department are already for practical purposes a record of ownership except as regards petty transactions, and there can be in the opinion of Government no dispute as to the superior accuracy of registration records, maintained by educated men under a system which has been most carefully elaborated to prevent fraud and error, as compared with a record of rights kept by village karnams.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).
„ the „ „ (Revenue Settlement, Land Records and Agriculture).
„ the Inspector-General of Registration.
„ the Public Works Department, with reference to paragraph 6.
„ the Judicial Department.

Exd. C. M. Brisson

120 Copies.

1034

Government {1896} of Madras.

REVENUE.

Recd. } 1896. *Enclosures*
Regd. } *Spare copies*

G.O., No. 514, 8th October 1896.

OCTOBER.

Conference.

Passing orders on Board's Proceedings submitting, with remarks, a memorandum of the discussions held with Sir E. Buck on certain subjects referred for the consideration of the — held in December 1895.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—again G.O., No. 3905, Revenue, dated 26th September 1895.

Abstract.—Communicating to the Board of Revenue Resolution of the Government of India announcing the deputation of Sir E. Buck, Secretary to the Government of India, Revenue and Agricultural Department, to discuss with Local Governments and Administrations the various subjects considered at the Agricultural Conference of 1893.

Read—again G.O., No. 780, Revenue, dated 29th November 1895.

Abstract.—Communicating with remarks to the Board of Revenue Proceedings, Government of India, forwarding a memorandum summarizing the remaining questions to be considered in connection with the Agricultural Conference of 1893.

Read—again G.O., Mis. No. 4345, Revenue, dated 1st November 1895.

Abstract.—Communicating to the Judicial Department and to the Board of Revenue, with remarks, Circular from the Government of India explaining their policy in regard to bringing the Registration and Land Records Departments into closer correspondence with each other and under the same responsible head.

Read—also the following Proceedings of the Board of Revenue (Land Revenue), No. 327, dated 28th August 1896 :—

Read—Government Order, Press No. 780, Revenue, dated 29th November 1895.

Read—again Government Order, Mis. No. 5012, Revenue, dated 12th December 1895.

Abstract.—Directing, in modification of Government Order, No. 4345, dated 1st November 1895, that the subject of bringing the Land Records and Registration Departments into closer correspondence with each other should be discussed with Sir Edward Buck by the Full Board and the Inspector-General of Registration.

Resolution—No. 327, dated 28th August 1896.

The Board begs to submit herewith a memorandum of the discussion held with Sir Edward Buck on the marginally-noted subjects referred for the consideration of the Full Board in the Government Orders read above.

I.—Elasticity in collecting land revenue.
II.—Training of junior civilians in the field.
III.—The amalgamation of the Land Records and the Registration departments of Government.

2. *I.—Elasticity in collecting Land Revenue.*—It will be seen from the memorandum that the only points on which information is required to be furnished by the Board on this subject are the following :—

(i) Whether remissions on dry lands are recommended and granted in exceptional circumstances and whether the rules provide that adequate consideration should be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code ;

(ii) whether the rules do not leave too much to the discretion of the Collector; and

(iii) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial less.

3. On the first point, Standing Order No. 23 provides that no remissions of assessment on unirrigated lands will be granted unless in very exceptional years or under very exceptional circumstances and with the previous sanction of the Board. This rule is based mainly on the considerations that assessment on dry lands is on the average very low and that in calculating the settlement rates a deduction of from 15 to 25 per cent. has been made on account of vicissitudes of season and the inclusion of unprofitable areas in the holdings. In practice, dry remissions have been granted on waste and on withered crops and in cases of short produce even where the failure of crops was not such as to call for measures of famine relief. This will be borne out by the marginal statement which exhibits the amount of dry remissions granted during the last 15 years in famine and non-famine tracts.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	51,698
1303	..	..	..
1304	..	..	..

4. The principles by which the Board is guided in the grant of such remissions are explained in the Board's Proceedings recorded in Government Orders, No. 780, dated 2nd April 1879, No. 262, dated 6th March 1882, No. 393, dated 17th April 1882, No. 1302, dated 22nd November 1882, and No. 305, dated 19th March 1887, and are briefly stated below :—

No remission is granted in tracts or villages in which the average crop is 6 annas or more, a normal crop being taken at 12 annas or three-fourths of the highest standard. When the crop is less than 6 annas remissions are granted at varying rates at the discretion of the Board :—

(*a*) When the crop is between 6 and 4 annas, at 25 or 50 per cent. according to the degree of distress prevailing in the affected tracts ;

(*b*) when the crop is between 4 and 2 annas, at 50 or 75 per cent. ; and

(*c*) when it is less than 2 annas, 85 per cent. or full remission. Full remission is also granted on *waste* where the cultivated lands of individual ryots have yielded less than a 6-anna crop, but if they have yielded more, the assessment of only such waste as is not usually left fallow or reserved for pasture is remitted.

5. The figures given in paragraph 3 show that remissions are granted on dry lands in exceptional cases, but the wording of Standing Order No. 23 precludes Collectors from asking for the Board's sanction to such remissions unless the circumstances are very peculiar. It is generally supposed by District officers that distress deepening into famine will alone justify an application for dry remission, and it is to be feared that a too strict interpretation of the rules may cause a good deal of hardship. But the Board considers that the principles enunciated in the papers quoted in the last paragraph are sound and would more especially invite attention to the full explanation of the Madras system given in the Board's Proceedings, under Government Order, No. 780, dated 2nd April 1879. It was then said :—

"On dry lands individual remissions are not given. The State does not step in to prevent a man from passing from the condition of a petty proprietor (or occupier) on his own account to that of a laborer. If accident, such as loss of cattle, impecuniosity, &c., prevents an individual in an ordinary year from cultivating, his case must take its course. But if there is so general a failure of rain, so great a blight, or other natural visitation over a tract as to render it desirable from public rather than individual considerations that the revenue demand should not be pressed in full, or should be remitted altogether, the partial or entire remission deemed necessary is given over the distressed tract, and the advantages are shared rateably by all alike. It is considered

better for the general interests of the people and Government that, if the outturn over a tract is quite insufficient to meet the demands of a year, small accumulations of capital, if such exist, should not be sought out and absorbed to meet the deficiency. Absence of capital has probably been amongst the causes that have led to the distress, or at any rate weakened the people's power of resistance. To hold what little capital may be accumulating liable for the year's demand in a season of scarcity is at once to intensify the distress and render its recurrence and ultimate loss of revenue in consequence more probable and more serious; and so remission is allowed not to keep a pauper ryot from throwing up any field or fields that ordinarily he cannot make profitable and meet the revenue demand upon, but because, 1stly, it is considered that the general failure of the particular season over the particular tract entitles each of the ryots therein, whether he be poor or whether he be rich, in his position as a Government tenant to consideration at the hands of Government as his landlord; and, 2ndly, it is thought better to relax the demands in an exceptionally hard time, so that the resources of the tract may not be unduly crippled or capital unduly trenched on."

6. The Board is however prepared to amplify Standing Order No. 23 so as to make it clear that dry remissions may be recommended even in years when no wide-spread distress is anticipated. There appears to be no reason for advocating a departure from the principle that individual losses should not be estimated. The case of dry lands differs from that of wet areas, in which the State is responsible for the supply of the necessary water. The failure of crops on dry lands is either due to seasonal causes or to the ryot's neglect. The latter cause does not entitle him to any consideration at the hands of Government, and the former must, as a rule, have affected his neighbours in the same measure as himself. It is therefore reasonable that concessions should be calculated for a tract and not for individual fields. But the Board believes that the stereotyped deduction made in the settlement calculations for vicissitudes of season does not always afford the necessary relief. It acts as a *bonus* on fertile lands and helps but little the ryot who owns the poorer soil. This remark applies with equal force to wet lands.

7. On the second point the Board begs to state that as the affected parts are, as a general rule, promptly inspected by the Commissioner of Revenue Settlement and Agriculture, the question of the grant of dry remissions is not wholly left to the discretion of the Collector.

8. On the third point the Board observes that in seasons of short water-supply or insufficient rainfall ryots are encouraged to sow dry crops on their wet lands and are granted a remission of the difference * between the dry and wet assessments, and that in cases where the ryots sow wet crops and reap not more than a 2-anna crop full remissions are also granted on portions of survey fields.† Having regard to the above facts and to the allowance of from 15 to 25 per cent. made on account of vicissitudes of season and unprofitable areas in determining the settlement rates of assessment, the Board has not hitherto considered that any further concessions are called for. The question of remissions is dealt with by the Settlement Commissioner.

	Rs.		Rs.
* Fasli 1290 ..	1,02,610	Fasli 1298 ..	99,279
,, 1291 ..	1,20,076	,, 1299 ..	57,744
,, 1292 ..	1,04,943	,, 1300 ..	3,24,987
,, 1293 ..	90,195	,, 1301 ..	4,65,973
,, 1294 ..	1,82,156	,, 1302 ..	2,27,666
,, 1295 ..	1,13,749	,, 1303 ..	64,738
,, 1296 ..	73,471	,, 1304 ..	1,54,122
,, 1297 ..	67,749		

† Board's Proceedings, No. 161, R. S., dated 8th July 1896.

9. *II.—Training of Junior Civilians in the field.*—Next, as regards the training of junior civilians, it will be seen that the rules on the subject are appended to the memorandum of the notes of conference. The Board would also invite attention to Board's Proceedings, Nos. 630 and 835, dated 16th July and 26th September 1888, respectively, and to Mr. Nicholson's note printed at pages 67 and 68 of the Proceedings of the Agricultural Conference held at Simla in 1893. The Board sees no objection to the adoption of the suggestion that junior civilians should receive training in the Executive Engineer's office in estimating and plan-drawing and in respect of elementary work, such as earthwork (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

10. *II—The amalgamation of the Land Records and the Registration Department of Government.*—The Government of India enquires whether the Registration and Land

Records establishments may not be placed under the same responsible head with a two-fold object, viz.—

(1) in order that the Registration Department which registers assurances or evidence of titles and the Land Record department which registers titles to revenue-paying lands may be brought into closer correspondence with each other, so that by perfecting the registration of rights in the Land Records he may make it possible to contract the limits within which the registration of assurances is compulsory; and

(2) that parties may be relieved, as far as possible, from the trouble and expense of appearing before two distinct departments in respect of one and the same transaction.

11. The above proposal involves the consideration of the several questions specified in the memorandum of the notes of the conference, but from the subsequent correspondence with Sir Edward Buck the Board understands that the original intention has since been modified and that it is not the desire of the Government of India that any change in the existing system should be considered. In a note written on the 13th February 1896 Sir Edward Buck says: —

"The object in view would . . . . seem to be sufficiently attained for present purposes if the Director be permitted to receive copies, annual or other, of important reports or proposals from the Registration Department with authority to submit thereon such suggestionsand comments as may occur to him for the consideration of the Board of Revenue and of the Local Government."

To this suggestion the Board believes that no objection can be raised. Sir Edward Buck adds that it is intended to avoid "on the one hand any dislocation of existing arrangements, and on the other any material discussion of the existing systems of Land Records and Registration."

12. The Board is therefore precluded from discussing the proposals and would merely invite attention to the action taken in 1885 with a view to bring the Land Records and the Registration departments into closer correspondence with each other. In the order read in Board's Proceedings, No. 844, dated 13th March 1885, the Government directed that whenever an instrument involving transfer of possession of lands was presented to a Sub-Registrar he should ask the parties whether they desired to have transfer of revenue registry effected at the same time, and, if they consented, he was directed to allow them to execute before him, on printed forms supplied for the purpose, the necessary application to the revenue authorities and afterwards transmit it to the Tahsildar concerned. This order has been in force since 1885–86 with this modification, viz., that even when one of the parties — say, the transferer—subsequently recedes, the application should be disposed of under paragraph 3 (*a*) of Standing Order No. 20 as if it were made only by the transferee—*vide* paragraph 7 of Board's Proceedings, No. 314 of 24th July 1894. It will be seen from the marginally-noted figures comparing the total number of applications dealt with by the Revenue officers with the portion thereof presented through the Registration Department, that the above system has been finding favour with the people.

Fasli.	Total number of applications.	Number presented through Registration officers.	Percentage of column 3 to column 2.
1297	125,965	40,455	32·1
1298	130,312	42,340	32·5
1299	131,998	46,676	35·4
1300	132,701	50,254	37·9
1301	117,817	48,018	40·8
1302	127,658	56,654	44·4
1303	114,563	52,637	45·9
1304	110,037	50,886	46·2

13. Of the three classes of transfers dealt with in the rules for the transfer of registry of holdings embodied in Standing Order No. 20, it is only in cases of transfers by succession that Revenue officers are expected to take action on their own initiative immediately after the occasion for the transfer arises. In the other two classes of cases, transfer of registry is made only on the application of one or both of the parties; and where no such application is presented action is taken by the Revenue officers only after the alienee has been in possession of the property for twelve years from the date of the alienation or court sale. The extent to which action has been taken in this direction is indicated in the appended statement; the considerable variations between the number disposed of in the several districts have been ascertained to be due to the varying efforts made by Revenue officers of their own accord to secure agreement between ownership and revenue registry. Instructions will be separately issued on this subject and on the cognate

question whether even in cases where the alienees, *e.g.*, by court sales, have been in possession for a smaller period than twelve years, Revenue officers may not take action of their own initiative in view to the transfer being registered, if it is found on enquiry that neither of the parties objects thereto. The facts mentioned above and in the preceding paragraph will show that attempts are being made to secure agreement between ownership and revenue registry so far as is possible without leading ignorant villagers to suppose that a new departure has been taken in the matter of registering titles.

14. On the suggestion referred to in paragraph 11 above, the Board begs to state that it is already consulted by Government whenever any proposals are made by the Inspector-General of Registration which have any reference to Land Records; and it welcomes the proposal that the Inspector-General should transmit copies of the reports on the operations of the Registration Department for its information inasmuch as the Settlement Commissioner will thereby be afforded an opportunity of offering his views on the suggestions or inferences made by the Inspector-General of Registration in regard to the economic condition of the country and of supplementing the same in the light of the information furnished in the returns of agricultural statistics compiled and reviewed in the Board's office.

15. The delay in the submission of this report is regretted. As already stated in the telegram sent to Government with Board's Proceedings, No. 1990, dated 22nd July 1896, it is due to the fact that the Board has been awaiting the receipt of a detailed note from the late Inspector-General of Registration. This note was promised in January last, but has not as yet been received from him, though the Board has recently been furnished by the present Inspector-General with an incomplete copy of the same. Diwan Bahadur Srinivasa Raghava Aiyangar has again promised to send in his note with final amendments, but the Board is not prepared to defer any longer its reply to the order of Government. The note will be submitted to Government on receipt.

(True Copy and Extract.)

(Signed) R. C. C. CARR,
Acting Secretary.

To the Secretary to Government, Revenue Department, with copies of the minutes of conference and Sir Edward Buck's notes and with spare copies of Board's Proceedings, No. 630, dated 16th July 1888 and No. 835, dated 26th September 1888.

APPENDIX.

Districts.	Faslis.							
	1298.	1299.	1300.	1301.	1302.	1303.	1304.	Total.
Ganjám	..	..	..	..	..	3	6	9
Vizagapatam	2	..	..	..	..	..	354	3
Gódávari	..	162	1	..	..	..	..	1,380
Kistna	..	..	207	143	..	267	..	..
Nellore	1	..	..	..	247	..	6	9
Cuddapah	7	62	..	..	..	..	354	3
Anantapur	1	2	..	18	..	..	..	1,380
Bellary	30	73	122	142	294	..	..	..
Kurnool	..	..	41	55	56	107	..	1
Madras	..	..	4	45	357	69	253	741
Chingleput	..	18	..	..	26	43	222	614
North Arcot	9	4,303	27	76	..	64	51	650
South Arcot	3	..	1,400	5,258	51	..	14	153
Tanjore	3	16	63	..	2,363	33	..	..
Trichinopoly	15	33	33	150	..	1,755	33	238
Madura	..	2	52	1,006	76	311	685	15,773
Tinnevelly	73	79	..	..	67	266	49	426
Coimbatore	122	342	70	92	14	74	3	547
Nilgiris	..	1	258	241	166	6	..	1,247
Salem	5	..	3	8	677	7	18	40
South Canara	64	474	..	..	9	2,065	4	491
Malabar	..	..	122	88	..	9	1,366	5,071
			..	..	97	221	..	30
Total ..	335	5,567	2,403	7,322	4,500	5,582	3,946	29,655

Enclosure.

NOTES OF CONFERENCE HELD WITH Sir E. C. BUCK, 14th December 1895.

Present:

Sir E. C. Buck, *Kt.*, c.s.i.
The Hon'ble Mr. C. S. Crole, Acting First Member, Board of Revenue.
" " A. T. Arundel, Acting Second Member, Board of Revenue.
" " J. Sturrock, Acting Third Member, Board of Revenue.
H. M. Winterbotham, Esq., Fourth Member, Board of Revenue.
L. M. Wynch, Esq., Secretary to the Board of Revenue (Land Revenue).
Dewan Bahadur Srinivasa Raghavaiyengar.

Read G.O., No. 780, dated 29th November 1895, communicating letter from Sir E. C. Buck, *Kt.*, c.s.i., Secretary to Government of India, Revenue and Agricultural Department, on special duty, dated 20 November 1895, No. 12.

The first subject discussed was the question of elasticity in collecting land revenue. Sir E. C. Buck cited Government of India Resolution No. 15, dated 7th September 1895 (in Board's Proceedings, No. 5021, dated 7th October 1895) in explanation of the question at issue.

It was pointed out that the Board had no reason to believe that the system of collection in Madras was unduly rigid—or that land was passing to any great extent from the hands of agriculturists into those of non-agriculturists.

It was also pointed out that a deduction for vicissitudes of seasons of from 15 to 20 per cent. was made from the gross profits before the determination of the Government assessment.

The standing orders regulating the grant of remissions were then discussed.

Sir E. C. Buck observed that paragraph 4 of Standing Order No. 23 seemed to be worded so as to deter Collectors from recommending remissions on dry lands, and that as the rules were all that the Government of India had before them it would be as well to explain that in practice such remissions are recommended and granted in exceptional circumstances, *e.g.*, in 1891 and 1892 in about six districts.

The rules laid down in the Famine Code sufficiently provide for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government. The questions to be considered in the Resolution seemed to be—

(1) Whether the rules provide that adequate consideration would be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code.

(2) Whether they did not leave too much to the discretion of the Collector.

(3) Whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss.

II.

The next point discussed was the training of junior civilians in the field.

The existing rules (appended) were thought to be sufficient. It was however suggested that junior civilians might with advantage receive training in the Executive Engineer's office in estimating and plan drawing, in respect of elementary work, such as earth-work (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

III.

Read G.O., No. 5012, dated 12th December 1895, communicating copy of G.O., Mis. No. 4345, dated 1st November 1895, communicating Circular from the Government of India, Department of Revenue and Agriculture, No. 20—353–1, dated 2nd October 1895, as to the question of bringing the departments of Land Records and Registration into closer correspondence with each other.

Sir E. C. Buck opened the discussion by reading a note which he had written.

As to what is meant precisely by a record of right, Sir E. C. Buck referred the Board to the Acts of the North-West Provinces and the Punjab, especially the latter.

The Madras record is maintained under Regulation XXVI of 1802.

It was admitted that the Courts attached little or no weight to the entries therein and in consequence the village records have tended to become a mere record of the persons responsible for the payment of the Government revenue.

Allowing that no record of right (as understood in Northern India) is at present maintained in this Presidency, there is not at present that duality of system which the Government of

India desires to see reduced to smaller dimensions. And the question of the further amalgamation of the department of Land Records and Registration is not one that requires immediate discussion.

The first question to be considered is—

How far is the record now maintained a record of ownership?

Sir E. C. Buck remarked that if there was any doubt about this it would seem desirable to institute some system of examination by which it could be ascertained whether the record was in accord with the facts or not.

2. If not, how best could a record of right be constructed and maintained from the existing records making the fullest use of the registration offices?

The following measures would, if a record of rights were constructed and maintained, seem to be necessary :—

(*a*) To make a judicial enquiry into the correctness of each entry as it now stands.

(*b*) To make it compulsory to describe lands in documents by their survey numbers.

(*c*) To maintain a record for every survey field in serial order.

N.B.—Whether this should be maintained in the Registration offices or by the karnams is a question for decision.

(*d*) To make it obligatory under penalty upon proprietors (1) either to report to the Revenue office transactions affecting land of less value than Rs. 100, or (2) to have them registered in the Registration office.

(*e*) That a judicial enquiry should be held upon such reports.

It was objected that a very large amount of extra work would be thrown on the Revenue Department (1) in the construction of the initial record; (2) in the maintenance of it. Also that the record would be of little use if encumbrances were not to be brought upon it.

L. M. WYNCH,
Secretary.

Extracts from the Indian Civil Service Manual.

Paragraph 12.—*Assistants to be placed in entire charge of one or more villages.*—One or more villages near the chief town shall be placed under their charge, and they will be required to undertake their entire management and to keep the accounts of the same; their orders, until they pass by the lower standard, being subject to the Collector's confirmation. After a time the condition of these villages, their tenures, statistics, &c., shall be fully reported upon to the Collector.

Paragraph 40.—(1) Independently of the examination in survey which is prescribed for the higher standard in rule 22 *supra*, junior civilians must undergo a month's practical training in surveying, and no officer will be entitled to receive the increased allowance of a "passed assistant" until he has completed this practical course and received the required certificate.

(2) Survey schools, each lasting one month, are held at convenient centres during the months of May and June. The dates of opening and closing the schools and the places at which they are to be held are fixed by the Board of Revenue and notified for the information of Collectors early in April.

(3) The most suitable time for practical training in survey work will ordinarily be when an assistant has attained six months' standing. Before an assistant has reached that period of his service, he should submit a request to be attached to a survey party. The Collector will forward the application through the Superintendent, Revenue Survey, for the sanction of the Board of Revenue. The Superintendent of Survey in forwarding it will state to which school the assistant may, in his opinion, be most conveniently attached.

(4) On sanction being given for an assistant to join a survey party, his Collector will make arrangements to relieve him of his ordinary duties during the period of training.

(5) Assistants shall, on joining a survey party, report themselves to the Collector of the district where the party is working.

(6) Each survey school is superintended by the Survey officer in charge of the division in which the school is held.

(7) The course of instruction is as follows :—

(i) That prescribed for karnams which lasts about one week and comprises the use of the following instruments: chain, cross staff, offset pole, plotting and offset scales, area square.

(ii) The additional course usually undergone by Revenue Inspectors comprising the use of the following instruments: prismatic compass, protractor, plane table, computing scale. This course also lasts for about one week.

(iii) The use of the theodolite, vernier scale, diagonal scale.

While learning the use of the instruments mentioned above, the method of preparation and practical use of the following survey records and the means of testing their accuracy have to be thoroughly acquired :—

(1) Village maps, (2) field measurement book, (3) field register and (4) area list.

The Survey officer will take the class of junior civilians with him to one or more villages and examine the survey records on the ground on at least fifteen days during the course of instruction.

(8) After an Assistant Collector has satisfactorily completed his prescribed course, a certificate in the Form A appended shall be prepared by the officer in charge of the party and forwarded for countersignature to the Superintendent of Revenue Survey, whose duty it will be to satisfy himself, as far as possible, that the certificate is correct and that the time passed with the party has been profitably employed.

Form A.

Certificate.

I, A. B., Deputy Superintendent of Revenue Survey, do hereby certify that Mr. C. D. of the Indian Civil Service has been attached to ——— Party for a period of ——— from ——— to ———, during which time he has accompanied me on ——— occasions when engaged on field work survey and that he has acquired a fair knowledge of the operations of survey and of the orders relating thereto.

(Countersigned) X. Y.,
Supdt. of Rev. Survey.

(Signed) A. B.,
Dy. Supdt. of Rev. Survey.

(9) The Superintendent of Revenue Survey will forward to the Board of Revenue, for submission to Government, an annual return of all certificates granted to Assistant Collectors during the previous official year. The return will be in the Form B appended and should reach the Board not later than the 1st of June of the year following that to which it relates.

Form B.

Statement of certificates granted by Superintendent of Revenue Survey to junior civilians who have been attached to his department during the year ending 31st March 189 .

Number.	Name of junior civilian.	Appointment held by junior civilian.	To what party attached.	Name of Deputy Superintendent.	Date of issue of certificate.	Remarks.
1	2	3	4	5	6	7

(Signed)
Superintendent of Rev. Survey.

Order—No. 514, Revenue, dated 8th October 1896.

Miscellaneous.

In the Proceedings read above, the Board submits with its remarks a memorandum of the discussion held with Sir Edward Buck on the remaining subjects referred for the consideration of the Conference held in December last, namely,

(1) elasticity in collecting land revenue,
(2) the training of young civilians in the field, and,
(3) the amalgamation of the Land Records and the Registration departments.

2. The first of these three subjects was referred to in paragraph 4 of the Resolution of the Government of India in the Department of Revenue and Agriculture, No. 15—93-1, dated 7th September 1895. In that Resolution the Government of India, after premising that measures for the prevention and relief of agricultural indebtedness were at the time under its consideration, remarked that while framing measures with this object it was incumbent upon Government to take care that such indebtedness is not promoted by the rigidity of the

G.O., No. 3905, Revenue, dated 26th September 1895.

land revenue demand and that while the general principle of fixity of demand is maintained as essential, allowance is so made for special circumstances, both in the assessment and in collection, that the provident land-owner shall not be driven to have recourse to the money-lender in order to pay the Government revenue. Local Governments were accordingly requested to take advantage of Sir Edward Buck's tour for the purpose of discussing this matter, and thereafter to advise the Government of India as to what measures in this direction were regarded as practicable in each province and as to the reasons for so regarding them.

In the course of the discussion held with Sir Edward Buck, it was pointed out that the system of collecting land revenue in this Presidency is not unduly rigid and that land does not pass to any great extent from the hands of agriculturists into those of non-agriculturists. Attention was also drawn to the fact that leniency of assessment should have been secured by the deduction of from 15 to 20 per cent. which is made from gross produce on account of the vicissitudes of season before the determination of the Government share. The Conference considered that the rules in the Famine Code sufficiently provided for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government, but that further information was required as to the following questions:—

"(1) whether the rules provide that adequate consideration would be paid by District-officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code;"

"(2) whether they did not leave too much to the discretion of the Collector;"

"(3) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss."

3. The Board's views on these matters have now been submitted. On the first point, the Board observes that remissions of assessments on dry lands have been granted in exceptional circumstances, both in famine and in non-famine tracts, and illustrates this remark by the statement reproduced in the margin which shows the amount remitted during the fourteen years ending with fasli 1304 (1894–95). These remissions related not only to waste lands but also to lands on which the crops were totally lost or yielded a poor outturn.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	58,698
1303	..	..	..
1304	..	..	..

The Board next discusses in paragraphs 4—6 of its Resolution the principles upon which the grant of remissions on dry lands is regulated, and, in drawing attention to the wording of its Standing Order No. 23, suggests that it is desirable to amplify the rule contained therein so as to make it clear that a remission on dry lands may be recommended even in years when no wide-spread distress is anticipated. The modification is in the opinion of Government desirable, but it will be necessary to word the revised Standing Order with great care. The Government concurs in the Board's views as to the distinction between dry and wet areas and the necessity of adhering to the principle that concessions granted in respect of dry lands should be calculated for a tract—and not for individual fields—in consideration of the circumstance that the failure of crops on dry lands is due either to seasonal causes or to the ryot's neglect. As the Board remarks, the latter cause does not entitle the ryot to any consideration at the hands of the Government and the former must as a rule have affected his neighbours in the same measure as himself.

4. In regard to the next point, namely, whether the rules do not leave too much to the discretion of the Collector, the Government agrees with the Board in considering that the Collector's action is sufficiently supervised by the Commissioner of Revenue Settlement, who as a rule promptly inspects areas in regard to which it is proposed to grant dry remissions.

5. With reference to the third point, namely, whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss, the Government concurs in the views expressed in paragraph 8 of the proceedings. The grant of remission of the difference between the wet and dry assessment in the case of wet lands cultivated with dry crops owing to deficiency of water-supply or inadequate rainfall, taken together with the liberal allowance which is made on account of vicissitudes of season and unprofitable areas when the settlement rates are fixed, renders any further concession uncalled for. The Board state that in cases where the ryots sow wet crops and reap not more than a 2-anna crop, full remissions are granted and that in this case and in the case of the remission of the difference between the wet and dry assessment referred to above, remissions are granted on portions of survey fields. These orders of the Board should be submitted for the consideration of Government.

6. The next subject for consideration is the training of young civilians in the field. This is referred to in sub-paragraph (1) of the memorandum accompanying Sir Edward Buck's letter No. 12, dated 20th November 1895, which suggests the discussion of the question whether any modification of the present system is desirable. The opinion of the Conference on this point was that the existing rules which are embodied in the appendix to the memorandum of discussions are sufficient. It was however suggested that junior civilians might with advantage also receive training in the Executive Engineer's office in estimating and plan-drawing in respect of elementary work, and the Board now endorses that suggestion. Junior civilians have frequent occasions in their capacities as revenue divisional officers and taluk board presidents to scrutinize estimates for minor irrigation works, the maintenance of communications, famine relief works and works of petty construction and repairs, and there can be no question as to the advantage which they would derive from receiving training of the character suggested. The proposal is accordingly approved and the Board will be requested to draw up detailed instructions in the matter and to submit definite proposals for the sanction of Government in the Public Works Department. Before passing on to the next subject, the Government desires further to request the Board again to draw the attention of Collectors to Board's Proceedings (Land Revenue), No. 630, dated 16th July 1888, and to Board's Proceedings (Land Revenue), No. 835, dated 26th September 1888, and to arrange, as far as may be possible, that junior civilians shall in future receive a thorough course of instruction in the duties of a revenue officer.

7. The last subject for consideration is the suggested amalgamation of the Land Records and Registration departments. The views of the Government of India in regard to this matter are set out in its Resolution in the Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895. For the reasons detailed therein, the Government of India expressed its desire that the Registration and Land Records establishments should at the first convenient opportunity be brought under the same responsible head, the object in view being two-fold, namely, (1) "by perfecting the registration of rights to render possible a contraction of the limits within which registration of assurances is compulsory" and (2) "to relieve as far as possible the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

The Conference in discussing this question first noticed the fact that there is in the Madras Presidency no "record of right" as the term is understood in Northern India. The records maintained under Madras Regulation XXVI of 1802 are practically nothing but registers showing the individuals responsible for the payment of Government revenue. It was next pointed out that if this were conceded—it cannot, in the opinion of Government, be disputed—there is not at present that duality of system which the Government of India desires to see reduced and the question of the further amalgamation of the two departments consequently requires no immediate discussion. The Conference however indicated the questions which would require consideration in the event of discussion being considered necessary. These were as follows:—

(1) "How far the record now maintained is a record of ownership?"

(2) "If it be not such a record, how can a record of right be best constructed and maintained from the existing records, making the fullest use of the registration offices?"

Into these questions, however, the Government does not propose to enter, for it appears from paragraph 11 of the Board's Resolution and from the note referred to therein that it was laid down in the course of similar discussions held in Bombay that the immediate object of the Resolution of the Government of India quoted above was merely that "an opening should be given to the Land Records department to suggest any reforms which may from time to time appear desirable in the direction of utilizing the land records as far as it may be convenient or advisable to do so for purposes of registration of title," and that this object "would seem to be sufficiently attained for present purposes if the Director of Land Records be permitted to receive copies, annual or otherwise, of important reports or proposals from the Registration department with authority to submit thereon such suggestions and comments as may occur to him . . . in the direction of making a fuller use of the land records in respect to registration of deeds or titles." As the Board observes, no objection can be raised to this course which has indeed been followed in the past in regard to proposals made by the Inspector-General of Registration in this Presidency and bearing direct reference to the business of the Land Records department.

8. In paragraph 12 of its proceedings, the Board draws attention to the orders issued more than ten years ago which in this Presidency provide for the execution in Registration offices of transfers of revenue registry, and shows that increasing advantage is every year taken of this system, which is calculated to secure part of the object kept in view by the Government of India, namely, "the relief of the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

9. In paragraph 13 the Board refers to the extent to which action has been taken in the several districts for the purpose of securing agreement between ownership and revenue registry. The appendix to the proceedings would seem to show that action in this direction has been much more vigorous in some districts than in others, but the Government notes that the Board proposes to issue separate instructions on this subject and on cognate questions and will defer making further remarks until the receipt of the Board's more detailed views. It will suffice to say that in the opinion of Government no further steps need be taken for the reconciliation of ownership and revenue registry in this Presidency. The preparation of a record of rights would involve enormous expenditure and occupy many years and it is questionable whether such a measure could ever be carried out without decreasing the size of the Madras districts and materially strengthening the land revenue and judicial establishments. The records maintained in the Registration department are already for practical purposes a record of ownership except as regards petty transactions, and there can be in the opinion of Government no dispute as to the superior accuracy of registration records, maintained by educated men under a system which has been most carefully elaborated to prevent fraud and error, as compared with a record of rights kept by village karnams.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).
„ the „ „ (Revenue Settlement, Land Records and Agriculture).
„ the Inspector-General of Registration.
„ the Public Works Department, with reference to paragraph 6.
„ the Judicial Department.

Exd. C. M. Brisson

120 Copies.

Public Works Department.

Government {1896} of Madras.

REVENUE.

Recd. } 1896. *Enclosures*
Regd. } *Spare copies*

G.O., No. 514, 8th October 1896.

3344 M/96

OCTOBER.

Conference.

Passing orders on Board's Proceedings submitting, with remarks, a memorandum of the discussions held with Sir E. Buck on certain subjects referred for the consideration of the — held in December 1895.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—again G.O., No. 3905, Revenue, dated 26th September 1895.

Abstract.—Communicating to the Board of Revenue Resolution of the Government of India announcing the deputation of Sir E. Buck, Secretary to the Government of India, Revenue and Agricultural Department, to discuss with Local Governments and Administrations the various subjects considered at the Agricultural Conference of 1893.

Read—again G.O., No. 780, Revenue, dated 29th November 1895.

Abstract.—Communicating with remarks to the Board of Revenue Proceedings, Government of India, forwarding a memorandum summarizing the remaining questions to be considered in connection with the Agricultural Conference of 1893.

Read—again G.O., Mis. No. 4345, Revenue, dated 1st November 1895.

Abstract.—Communicating to the Judicial Department and to the Board of Revenue, with remarks, Circular from the Government of India explaining their policy in regard to bringing the Registration and Land Records Departments into closer correspondence with each other and under the same responsible head.

Read—also the following Proceedings of the Board of Revenue (Land Revenue), No. 327, dated 28th August 1896:—

Read—Government Order, Press No. 780, Revenue, dated 29th November 1895.

Read—again Government Order, Mis. No. 5012, Revenue, dated 12th December 1895.

Abstract.—Directing, in modification of Government Order, No. 4345, dated 1st November 1895, that the subject of bringing the Land Records and Registration Departments into closer correspondence with each other should be discussed with Sir Edward Buck by the Full Board and the Inspector-General of Registration.

Resolution—No. 327, dated 28th August 1896.

The Board begs to submit herewith a memorandum of the discussion held with Sir Edward Buck on the marginally-noted subjects referred for the consideration of the Full Board in the Government Orders read above.

I.—Elasticity in collecting land revenue.
II.—Training of junior civilians in the field.
III.—The amalgamation of the Land Records and the Registration departments of Government.

2. *I.—Elasticity in collecting Land Revenue.*—It will be seen from the memorandum that the only points on which information is required to be furnished by the Board on this subject are the following:—

(i) Whether remissions on dry lands are recommended and granted in exceptional circumstances and whether the rules provide that adequate consideration should be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code;

(ii) whether the rules do not leave too much to the discretion of the Collector; and

(iii) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial less.

3. On the first point, Standing Order No. 23 provides that no remissions of assessment on unirrigated lands will be granted unless in very exceptional years or under very exceptional circumstances and with the previous sanction of the Board. This rule is based mainly on the considerations that assessment on dry lands is on the average very low and that in calculating the settlement rates a deduction of from 15 to 25 per cent. has been made on account of vicissitudes of season and the inclusion of unprofitable areas in the holdings. In practice, dry remissions have been granted on waste and on withered crops and in cases of short produce even where the failure of crops was not such as to call for measures of famine relief. This will be borne out by the marginal statement which exhibits the amount of dry remissions granted during the last 15 years in famine and non-famine tracts.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	51,698
1303	..	..	..
1304	..	..	..

4. The principles by which the Board is guided in the grant of such remissions are explained in the Board's Proceedings recorded in Government Orders, No. 780, dated 2nd April 1879, No. 262, dated 6th March 1882, No. 393, dated 17th April 1882, No. 1302, dated 22nd November 1882, and No. 305, dated 19th March 1887, and are briefly stated below:—

No remission is granted in tracts or villages in which the average crop is 6 annas or more, a normal crop being taken at 12 annas or three-fourths of the highest standard. When the crop is less than 6 annas remissions are granted at varying rates at the discretion of the Board:—

(*a*) When the crop is between 6 and 4 annas, at 25 or 50 per cent. according to the degree of distress prevailing in the affected tracts;

(*b*) when the crop is between 4 and 2 annas, at 50 or 75 per cent.; and

(*c*) when it is less than 2 annas, 85 per cent. or full remission. Full remission is also granted on *waste* where the cultivated lands of individual ryots have yielded less than a 6-anna crop, but if they have yielded more, the assessment of only such waste as is not usually left fallow or reserved for pasture is remitted.

5. The figures given in paragraph 3 show that remissions are granted on dry lands in exceptional cases, but the wording of Standing Order No. 23 precludes Collectors from asking for the Board's sanction to such remissions unless the circumstances are very peculiar. It is generally supposed by District officers that distress deepening into famine will alone justify an application for dry remission, and it is to be feared that a too strict interpretation of the rules may cause a good deal of hardship. But the Board considers that the principles enunciated in the papers quoted in the last paragraph are sound and would more especially invite attention to the full explanation of the Madras system given in the Board's Proceedings, under Government Order, No. 780, dated 2nd April 1879. It was then said:—

"On dry lands individual remissions are not given. The State does not step in to prevent a man from passing from the condition of a petty proprietor (or occupier) on his own account to that of a laborer. If accident, such as loss of cattle, impecuniosity, &c., prevents an individual in an ordinary year from cultivating, his case must take its course. But if there is so general a failure of rain, so great a blight, or other natural visitation over a tract as to render it desirable from public rather than individual considerations that the revenue demand should not be pressed in full, or should be remitted altogether, the partial or entire remission deemed necessary is given over the distressed tract, and the advantages are shared rateably by all alike. It is considered

better for the general interests of the people and Government that, if the outturn over a tract is quite insufficient to meet the demands of a year, small accumulations of capital, if such exist, should not be sought out and absorbed to meet the deficiency. Absence of capital has probably been amongst the causes that have led to the distress, or at any rate weakened the people's power of resistance. To hold what little capital may be accumulating liable for the year's demand in a season of scarcity is at once to intensify the distress and render its recurrence and ultimate loss of revenue in consequence more probable and more serious; and so remission is allowed not to keep a pauper ryot from throwing up any field or fields that ordinarily he cannot make profitable and meet the revenue demand upon, but because, 1stly, it is considered that the general failure of the particular season over the particular tract entitles each of the ryots therein, whether he be poor or whether he be rich, in his position as a Government tenant to consideration at the hands of Government as his landlord; and, 2ndly, it is thought better to relax the demands in an exceptionally hard time, so that the resources of the tract may not be unduly crippled or capital unduly trenched on."

6. The Board is however prepared to amplify Standing Order No. 23 so as to make it clear that dry remissions may be recommended even in years when no wide-spread distress is anticipated. There appears to be no reason for advocating a departure from the principle that individual losses should not be estimated. The case of dry lands differs from that of wet areas, in which the State is responsible for the supply of the necessary water. The failure of crops on dry lands is either due to seasonal causes or to the ryot's neglect. The latter cause does not entitle him to any consideration at the hands of Government, and the former must, as a rule, have affected his neighbours in the same measure as himself. It is therefore reasonable that concessions should be calculated for a tract and not for individual fields. But the Board believes that the stereotyped deduction made in the settlement calculations for vicissitudes of season does not always afford the necessary relief. It acts as a *bonus* on fertile lands and helps but little the ryot who owns the poorer soil. This remark applies with equal force to wet lands.

7. On the second point the Board begs to state that as the affected parts are, as a general rule, promptly inspected by the Commissioner of Revenue Settlement and Agriculture, the question of the grant of dry remissions is not wholly left to the discretion of the Collector.

8. On the third point the Board observes that in seasons of short water-supply or insufficient rainfall ryots are encouraged to sow dry crops on their wet lands and are granted a remission of the difference * between the dry and wet assessments, and that in cases where the ryots sow wet crops and reap not more than a 2-anna crop full remissions are granted. Under recent orders of the Board both classes of remissions are also granted on portions of survey fields.† Having regard to the above facts and to the allowance of from 15 to 25 per cent. made on account of vicissitudes of season and unprofitable areas in determining the settlement rates of assessment, the Board has not hitherto considered that any further concessions are called for. The question of remissions is dealt with by the Settlement Commissioner.

		Rs.
* Fasli 1290	..	1,02,610
,, 1291	..	1,20,076
,, 1292	..	1,04,943
,, 1293	..	90,195
,, 1294	..	1,82,156
,, 1295	..	1,13,749
,, 1296	..	73,471
,, 1297	..	67,749

		Rs.
Fasli 1298	..	99,279
,, 1299	..	57,744
,, 1300	..	3,24,987
,, 1301	..	4,65,973
,, 1302	..	2,27,666
,, 1303	..	64,738
,, 1304	..	1,54,122

† Board's Proceedings, No. 161, R. S., dated 8th July 1896.

9. *II.—Training of Junior Civilians in the field.*—Next, as regards the training of junior civilians, it will be seen that the rules on the subject are appended to the memorandum of the notes of conference. The Board would also invite attention to Board's Proceedings, Nos. 630 and 835, dated 16th July and 26th September 1888, respectively, and to Mr. Nicholson's note printed at pages 67 and 68 of the Proceedings of the Agricultural Conference held at Simla in 1893. The Board sees no objection to the adoption of the suggestion that junior civilians should receive training in the Executive Engineer's office in estimating and plan-drawing and in respect of elementary work, such as earthwork (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

10. *II—The amalgamation of the Land Records and the Registration Department of Government.*—The Government of India enquires whether the Registration and Land

Records establishments may not be placed under the same responsible head with a two-fold object, viz.—

(1) in order that the Registration Department which registers assurances or evidence of titles and the Land Record department which registers titles to revenue-paying lands may be brought into closer correspondence with each other, so that by perfecting the registration of rights in the Land Records he may make it possible to contract the limits within which the registration of assurances is compulsory; and

(2) that parties may be relieved, as far as possible, from the trouble and expense of appearing before two distinct departments in respect of one and the same transaction.

11. The above proposal involves the consideration of the several questions specified in the memorandum of the notes of the conference, but from the subsequent correspondence with Sir Edward Buck the Board understands that the original intention has since been modified and that it is not the desire of the Government of India that any change in the existing system should be considered. In a note written on the 13th February 1896 Sir Edward Buck says: —

"The object in view would . . . . seem to be sufficiently attained for present purposes if the Director be permitted to receive copies, annual or other, of important reports or proposals from the Registration Department with authority to submit thereon such suggestionsand comments as may occur to him for the consideration of the Board of Revenue and of the Local Government."

To this suggestion the Board believes that no objection can be raised. Sir Edward Buck adds that it is intended to avoid "on the one hand any dislocation of existing arrangements, and on the other any material discussion of the existing systems of Land Records and Registration."

12. The Board is therefore precluded from discussing the proposals and would merely invite attention to the action taken in 1885 with a view to bring the Land Records and the Registration departments into closer correspondence with each other. In the order read in Board's Proceedings, No. 844, dated 13th March 1885, the Government directed that whenever an instrument involving transfer of possession of lands was presented to a Sub-Registrar he should ask the parties whether they desired to have transfer of revenue registry effected at the same time, and, if they consented, he was directed to allow them to execute before him, on printed forms supplied for the purpose, the necessary application to the revenue authorities and afterwards transmit it to the Tahsildar concerned. This order has been in force since 1885–86 with this modification, viz., that even when one of the parties — say, the transferer—subsequently recedes, the application should be disposed of under paragraph 3 (*a*) of Standing Order No. 20 as if it were made only by the transferee—*vide* paragraph 7 of Board's Proceedings, No. 314 of 24th July 1894. It will be seen from the marginally-noted figures comparing the total number of applications dealt with by the Revenue officers with the portion thereof presented through the Registration Department, that the above system has been finding favour with the people.

Fasli.	Total number of applications.	Number presented through Registration officers.	Percentage of column 3 to column 2.
1297	125,965	40,455	32·1
1298	130,312	42,340	32·5
1299	131,998	46,676	35·4
1300	132,701	50,254	37·9
1301	117,817	48,018	40·8
1302	127,658	56,654	44·4
1303	114,563	52,637	45·9
1304	110,037	50,686	46·2

13. Of the three classes of transfers dealt with in the rules for the transfer of registry of holdings embodied in Standing Order No. 20, it is only in cases of transfers by succession that Revenue officers are expected to take action on their own initiative immediately after the occasion for the transfer arises. In the other two classes of cases, transfer of registry is made only on the application of one or both of the parties; and where no such application is presented action is taken by the Revenue officers only after the alienee has been in possession of the property for twelve years from the date of the alienation or court sale. The extent to which action has been taken in this direction is indicated in the appended statement; the considerable variations between the number disposed of in the several districts have been ascertained to be due to the varying efforts made by Revenue officers of their own accord to secure agreement between ownership and revenue registry. Instructions will be separately issued on this subject and on the cognate

question whether even in cases where the alienees, *e.g.*, by court sales, have been in possession for a smaller period than twelve years, Revenue officers may not take action of their own initiative in view to the transfer being registered, if it is found on enquiry that neither of the parties objects thereto. The facts mentioned above and in the preceding paragraph will show that attempts are being made to secure agreement between ownership and revenue registry so far as is possible without leading ignorant villagers to suppose that a new departure has been taken in the matter of registering titles.

14. On the suggestion referred to in paragraph 11 above, the Board begs to state that it is already consulted by Government whenever any proposals are made by the Inspector-General of Registration which have any reference to Land Records; and it welcomes the proposal that the Inspector-General should transmit copies of the reports on the operations of the Registration Department for its information inasmuch as the Settlement Commissioner will thereby be afforded an opportunity of offering his views on the suggestions or inferences made by the Inspector-General of Registration in regard to the economic condition of the country and of supplementing the same in the light of the information furnished in the returns of agricultural statistics compiled and reviewed in the Board's office.

15. The delay in the submission of this report is regretted. As already stated in the telegram sent to Government with Board's Proceedings, No. 1990, dated 22nd July 1896, it is due to the fact that the Board has been awaiting the receipt of a detailed note from the late Inspector-General of Registration. This note was promised in January last, but has not as yet been received from him, though the Board has recently been furnished by the present Inspector-General with an incomplete copy of the same. Diwan Bahadur Srinivasa Raghava Aiyangar has again promised to send in his note with final amendments, but the Board is not prepared to defer any longer its reply to the order of Government. The note will be submitted to Government on receipt.

(True Copy and Extract.)

(Signed) R. C. C. CARR,
Acting Secretary.

To the Secretary to Government, Revenue Department, with copies of the minutes of conference and Sir Edward Buck's notes and with spare copies of Board's Proceedings, No. 630, dated 16th July 1888 and No. 835, dated 26th September 1888.

APPENDIX.

Districts.	Faslis.							
	1298.	1299.	1300.	1301.	1302.	1303.	1304.	Total.
Ganjám	..	..	..	..	..	..	..	..
Vizagapatam	2	..	1	..	..	3	6	9
Gódávari	..	162	207	143	..	..	354	1,380
Kistna	..	..	..	..	247	..	..	..
Nellore	1	..	..	..	..	267	..	9
Cuddapah	7	62	..	..	..	..	354	3
Anantapur	1	2	..	18	..	..	..	1,380
Bellary	30	73	122	142	294	..	..	..
Kurnool	..	..	41	55	56	107	..	..
Madras	..	..	4	45	357	69	253	1
Chingleput	..	18	..	..	26	43	222	741
North Arcot	9	4,303	27	76	..	64	51	614
South Arcot	3	..	1,400	5,258	51	..	14	650
Tanjore	3	16	63	..	2,363	33	..	153
Trichinopoly	15	33	33	150	..	1,755	33	..
Madura	..	2	52	1,006	76	311	685	238
Tinnevelly	73	79	..	..	67	266	49	15,773
Coimbatore	122	342	70	92	14	74	3	426
Nilgiris	..	1	258	241	166	6	..	547
Salem	5	..	3	8	677	7	18	1,247
South Canara	64	474	..	..	9	2,065	4	40
Malabar	..	..	122	88	..	9	1,366	491
			..	..	97	221	..	5,071
Total ..	335	5,567	2,403	7,322	4,500	5,582	3,946	29,655

Enclosure.

NOTES OF CONFERENCE HELD WITH Sir E. C. BUCK, 14th December 1895.

Present:

Sir E. C. Buck, *Kt.*, c.s.i.
The Hon'ble Mr. C. S. Crole, Acting First Member, Board of Revenue.
" " A. T. Arundel, Acting Second Member, Board of Revenue.
" " J. Sturrock, Acting Third Member, Board of Revenue.
H. M. Winterbotham, Esq., Fourth Member, Board of Revenue.
L. M. Wynch, Esq., Secretary to the Board of Revenue (Land Revenue).
Dewan Bahadur Srinivasa Raghavaiyengar.

Read G.O., No. 780, dated 29th November 1895, communicating letter from Sir E. C. Buck, *Kt.*, c.s.i., Secretary to Government of India, Revenue and Agricultural Department, on special duty, dated 20 November 1895, No. 12.

The first subject discussed was the question of elasticity in collecting land revenue. Sir E. C. Buck cited Government of India Resolution No. 15, dated 7th September 1895 (in Board's Proceedings, No. 5021, dated 7th October 1895) in explanation of the question at issue.

It was pointed out that the Board had no reason to believe that the system of collection in Madras was unduly rigid—or that land was passing to any great extent from the hands of agriculturists into those of non-agriculturists.

It was also pointed out that a deduction for vicissitudes of seasons of from 15 to 20 per cent. was made from the gross profits before the determination of the Government assessment.

The standing orders regulating the grant of remissions were then discussed.

Sir E. C. Buck observed that paragraph 4 of Standing Order No. 23 seemed to be worded so as to deter Collectors from recommending remissions on dry lands, and that as the rules were all that the Government of India had before them it would be as well to explain that in practice such remissions are recommended and granted in exceptional circumstances, *e.g.*, in 1891 and 1892 in about six districts.

The rules laid down in the Famine Code sufficiently provide for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government. The questions to be considered in the Resolution seemed to be—

(1) Whether the rules provide that adequate consideration would be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code.

(2) Whether they did not leave too much to the discretion of the Collector.

(3) Whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss.

II.

The next point discussed was the training of junior civilians in the field.

The existing rules (appended) were thought to be sufficient. It was however suggested that junior civilians might with advantage receive training in the Executive Engineer's office in estimating and plan drawing, in respect of elementary work, such as earth-work (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

III.

Read G.O., No. 5012, dated 12th December 1895, communicating copy of G.O., Mis. No. 4345, dated 1st November 1895, communicating Circular from the Government of India, Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895, as to the question of bringing the departments of Land Records and Registration into closer correspondence with each other.

Sir E. C. Buck opened the discussion by reading a note which he had written.

As to what is meant precisely by a record of right, Sir E. C. Buck referred the Board to the Acts of the North-West Provinces and the Punjab, especially the latter.

The Madras record is maintained under Regulation XXVI of 1802.

It was admitted that the Courts attached little or no weight to the entries therein and in consequence the village records have tended to become a mere record of the persons responsible for the payment of the Government revenue.

Allowing that no record of right (as understood in Northern India) is at present maintained in this Presidency, there is not at present that duality of system which the Government of

India desires to see reduced to smaller dimensions. And the question of the further amalgamation of the department of Land Records and Registration is not one that requires immediate discussion.

The first question to be considered is—

How far is the record now maintained a record of ownership?

Sir E. C. Buck remarked that if there was any doubt about this it would seem desirable to institute some system of examination by which it could be ascertained whether the record was in accord with the facts or not.

2. If not, how best could a record of right be constructed and maintained from the existing records making the fullest use of the registration offices?

The following measures would, if a record of rights were constructed and maintained, seem to be necessary:—

(*a*) To make a judicial enquiry into the correctness of each entry as it now stands.

(*b*) To make it compulsory to describe lands in documents by their survey numbers.

(*c*) To maintain a record for every survey field in serial order.

N.B.—Whether this should be maintained in the Registration offices or by the karnams is a question for decision.

(*d*) To make it obligatory under penalty upon proprietors (1) either to report to the Revenue office transactions affecting land of less value than Rs. 100, or (2) to have them registered in the Registration office.

(*e*) That a judicial enquiry should be held upon such reports.

It was objected that a very large amount of extra work would be thrown on the Revenue Department (1) in the construction of the initial record; (2) in the maintenance of it. Also that the record would be of little use if encumbrances were not to be brought upon it.

L. M. WYNCH,
Secretary.

Extracts from the Indian Civil Service Manual.

Paragraph 12.—*Assistants to be placed in entire charge of one or more villages.*—One or more villages near the chief town shall be placed under their charge, and they will be required to undertake their entire management and to keep the accounts of the same; their orders, until they pass by the lower standard, being subject to the Collector's confirmation. After a time the condition of these villages, their tenures, statistics, &c., shall be fully reported upon to the Collector.

Paragraph 40.—(1) Independently of the examination in survey which is prescribed for the higher standard in rule 22 *supra*, junior civilians must undergo a month's practical training in surveying, and no officer will be entitled to receive the increased allowance of a "passed assistant" until he has completed this practical course and received the required certificate.

(2) Survey schools, each lasting one month, are held at convenient centres during the months of May and June. The dates of opening and closing the schools and the places at which they are to be held are fixed by the Board of Revenue and notified for the information of Collectors early in April.

(3) The most suitable time for practical training in survey work will ordinarily be when an assistant has attained six months' standing. Before an assistant has reached that period of his service, he should submit a request to be attached to a survey party. The Collector will forward the application through the Superintendent, Revenue Survey, for the sanction of the Board of Revenue. The Superintendent of Survey in forwarding it will state to which school the assistant may, in his opinion, be most conveniently attached.

(4) On sanction being given for an assistant to join a survey party, his Collector will make arrangements to relieve him of his ordinary duties during the period of training.

(5) Assistants shall, on joining a survey party, report themselves to the Collector of the district where the party is working.

(6) Each survey school is superintended by the Survey officer in charge of the division in which the school is held.

(7) The course of instruction is as follows:—

(i) That prescribed for karnams which lasts about one week and comprises the use of the following instruments: chain, cross staff, offset pole, plotting and offset scales, area square.

(ii) The additional course usually undergone by Revenue Inspectors comprising the use of the following instruments: prismatic compass, protractor, plane table, computing scale. This course also lasts for about one week.

(iii) The use of the theodolite, vernier scale, diagonal scale.

While learning the use of the instruments mentioned above, the method of preparation and practical use of the following survey records and the means of testing their accuracy have to be thoroughly acquired:—

(1) Village maps, (2) field measurement book, (3) field register and (4) area list.

The Survey officer will take the class of junior civilians with him to one or more villages and examine the survey records on the ground on at least fifteen days during the course of instruction.

(8) After an Assistant Collector has satisfactorily completed his prescribed course, a certificate in the Form A appended shall be prepared by the officer in charge of the party and forwarded for countersignature to the Superintendent of Revenue Survey, whose duty it will be to satisfy himself, as far as possible, that the certificate is correct and that the time passed with the party has been profitably employed.

Form A.

Certificate.

I, A. B., Deputy Superintendent of Revenue Survey, do hereby certify that Mr. C. D. of the Indian Civil Service has been attached to ——— Party for a period of ——— from ——— to ———, during which time he has accompanied me on ——— occasions when engaged on field work survey and that he has acquired a fair knowledge of the operations of survey and of the orders relating thereto.

(Countersigned) X. Y.,
Supdt. of Rev. Survey.

(Signed) A. B.,
Dy. Supdt. of Rev. Survey.

(9) The Superintendent of Revenue Survey will forward to the Board of Revenue, for submission to Government, an annual return of all certificates granted to Assistant Collectors during the previous official year. The return will be in the Form B appended and should reach the Board not later than the 1st of June of the year following that to which it relates.

Form B.

Statement of certificates granted by Superintendent of Revenue Survey to junior civilians who have been attached to his department during the year ending 31st March 189 .

Number.	Name of junior civilian.	Appointment held by junior civilian.	To what party attached.	Name of Deputy Superintendent.	Date of issue of certificate.	Remarks.
1	2	3	4	5	6	7

(Signed)
Superintendent of Rev. Survey.

Order—No. 514, Revenue, dated 8th October 1896.

Miscellaneous.

In the Proceedings read above, the Board submits with its remarks a memorandum of the discussion held with Sir Edward Buck on the remaining subjects referred for the consideration of the Conference held in December last, namely,

(1) elasticity in collecting land revenue,
(2) the training of young civilians in the field, and,
(3) the amalgamation of the Land Records and the Registration departments.

2. The first of these three subjects was referred to in paragraph 4 of the Resolution of the Government of India in the Department of Revenue and Agriculture, No. 15—93-1, dated 7th September 1895. In that Resolution the Government of India, after premising that measures for the prevention and relief of agricultural indebtedness were at the time under its consideration, remarked that while framing measures with this object it was incumbent upon Government to take care that such indebtedness is not promoted by the rigidity of the

G.O., No. 3905, Revenue, dated 26th September 1895.

land revenue demand and that while the general principle of fixity of demand is maintained as essential, allowance is so made for special circumstances, both in the assessment and in collection, that the provident land-owner shall not be driven to have recourse to the money-lender in order to pay the Government revenue. Local Governments were accordingly requested to take advantage of Sir Edward Buck's tour for the purpose of discussing this matter, and thereafter to advise the Government of India as to what measures in this direction were regarded as practicable in each province and as to the reasons for so regarding them.

In the course of the discussion held with Sir Edward Buck, it was pointed out that the system of collecting land revenue in this Presidency is not unduly rigid and that land does not pass to any great extent from the hands of agriculturists into those of non-agriculturists. Attention was also drawn to the fact that leniency of assessment should have been secured by the deduction of from 15 to 20 per cent. which is made from gross produce on account of the vicissitudes of season before the determination of the Government share. The Conference considered that the rules in the Famine Code sufficiently provided for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government, but that further information was required as to the following questions:—

"(1) whether the rules provide that adequate consideration would be paid by District-officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code;"

"(2) whether they did not leave too much to the discretion of the Collector;"

"(3) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss."

3. The Board's views on these matters have now been submitted. On the first point, the Board observes that remissions of assessments on dry lands have been granted in exceptional circumstances, both in famine and in non-famine tracts, and illustrates this remark by the statement reproduced in the margin which shows the amount remitted during the fourteen years ending with fasli 1304 (1894–95). These remissions related not only to waste lands but also to lands on which the crops were totally lost or yielded a poor outturn.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	..	..
1292	..	2,07,588	2,07,588
1293	..	17,961	17,961
1294	..	..	..
1295	8,55,781	49,878	9,05,659
1296	..	1,059	1,059
1297	..	36,288	36,288
1298	..	..	..
1299	3,211	76,034	79,245
1300	..	..	..
1301	65,795	17,450	83,245
1302	10,34,033	..	10,34,033
1303	..	58,698	58,698
1304	..	..	..

The Board next discusses in paragraphs 4—6 of its Resolution the principles upon which the grant of remissions on dry lands is regulated, and, in drawing attention to the wording of its Standing Order No. 23, suggests that it is desirable to amplify the rule contained therein so as to make it clear that a remission on dry lands may be recommended even in years when no wide-spread distress is anticipated. The modification is in the opinion of Government desirable, but it will be necessary to word the revised Standing Order with great care. The Government concurs in the Board's views as to the distinction between dry and wet areas and the necessity of adhering to the principle that concessions granted in respect of dry lands should be calculated for a tract—and not for individual fields—in consideration of the circumstance that the failure of crops on dry lands is due either to seasonal causes or to the ryot's neglect. As the Board remarks, the latter cause does not entitle the ryot to any consideration at the hands of the Government and the former must as a rule have affected his neighbours in the same measure as himself.

4. In regard to the next point, namely, whether the rules do not leave too much to the discretion of the Collector, the Government agrees with the Board in considering that the Collector's action is sufficiently supervised by the Commissioner of Revenue Settlement, who as a rule promptly inspects areas in regard to which it is proposed to grant dry remissions.

5. With reference to the third point, namely, whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss, the Government concurs in the views expressed in paragraph 8 of the proceedings. The grant of remission of the difference between the wet and dry assessment in the case of wet lands cultivated with dry crops owing to deficiency of water-supply or inadequate rainfall, taken together with the liberal allowance which is made on account of vicissitudes of season and unprofitable areas when the settlement rates are fixed, renders any further concession uncalled for. The Board state that in cases where the ryots sow wet crops and reap not more than a 2-anna crop, full remissions are granted and that in this case and in the case of the remission of the difference between the wet and dry assessment referred to above, remissions are granted on portions of survey fields. These orders of the Board should be submitted for the consideration of Government.

6. The next subject for consideration is the training of young civilians in the field. This is referred to in sub-paragraph (1) of the memorandum accompanying Sir Edward Buck's letter No. 12, dated 20th November 1895, which suggests the discussion of the question whether any modification of the present system is desirable. The opinion of the Conference on this point was that the existing rules which are embodied in the appendix to the memorandum of discussions are sufficient. It was however suggested that junior civilians might with advantage also receive training in the Executive Engineer's office in estimating and plan-drawing in respect of elementary work, and the Board now endorses that suggestion. Junior civilians have frequent occasions in their capacities as revenue divisional officers and taluk board presidents to scrutinize estimates for minor irrigation works, the maintenance of communications, famine relief works and works of petty construction and repairs, and there can be no question as to the advantage which they would derive from receiving training of the character suggested. The proposal is accordingly approved and the Board will be requested to draw up detailed instructions in the matter and to submit definite proposals for the sanction of Government in the Public Works Department. Before passing on to the next subject, the Government desires further to request the Board again to draw the attention of Collectors to Board's Proceedings (Land Revenue), No. 630, dated 16th July 1888, and to Board's Proceedings (Land Revenue), No. 835, dated 26th September 1888, and to arrange, as far as may be possible, that junior civilians shall in future receive a thorough course of instruction in the duties of a revenue officer.

7. The last subject for consideration is the suggested amalgamation of the Land Records and Registration departments. The views of the Government of India in regard to this matter are set out in its Resolution in the Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895. For the reasons detailed therein, the Government of India expressed its desire that the Registration and Land Records establishments should at the first convenient opportunity be brought under the same responsible head, the object in view being two-fold, namely, (1) "by perfecting the registration of rights to render possible a contraction of the limits within which registration of assurances is compulsory" and (2) "to relieve as far as possible the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

The Conference in discussing this question first noticed the fact that there is in the Madras Presidency no "record of right" as the term is understood in Northern India. The records maintained under Madras Regulation XXVI of 1802 are practically nothing but registers showing the individuals responsible for the payment of Government revenue. It was next pointed out that if this were conceded—it cannot, in the opinion of Government, be disputed—there is not at present that duality of system which the Government of India desires to see reduced and the question of the further amalgamation of the two departments consequently requires no immediate discussion. The Conference however indicated the questions which would require consideration in the event of discussion being considered necessary. These were as follows:—

(1) "How far the record now maintained is a record of ownership?"

(2) "If it be not such a record, how can a record of right be best constructed and maintained from the existing records, making the fullest use of the registration offices?"

Into these questions, however, the Government does not propose to enter, for it appears from paragraph 11 of the Board's Resolution and from the note referred to therein that it was laid down in the course of similar discussions held in Bombay that the immediate object of the Resolution of the Government of India quoted above was merely that "an opening should be given to the Land Records department to suggest any reforms which may from time to time appear desirable in the direction of utilizing the land records as far as it may be convenient or advisable to do so for purposes of registration of title," and that this object "would seem to be sufficiently attained for present purposes if the Director of Land Records be permitted to receive copies, annual or otherwise, of important reports or proposals from the Registration department with authority to submit thereon such suggestions and comments as may occur to him . . . in the direction of making a fuller use of the land records in respect to registration of deeds or titles." As the Board observes, no objection can be raised to this course which has indeed been followed in the past in regard to proposals made by the Inspector-General of Registration in this Presidency and bearing direct reference to the business of the Land Records department.

8. In paragraph 12 of its proceedings, the Board draws attention to the orders issued more than ten years ago which in this Presidency provide for the execution in Registration offices of transfers of revenue registry, and shows that increasing advantage is every year taken of this system, which is calculated to secure part of the object kept in view by the Government of India, namely, "the relief of the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

9. In paragraph 13 the Board refers to the extent to which action has been taken in the several districts for the purpose of securing agreement between ownership and revenue registry. The appendix to the proceedings would seem to show that action in this direction has been much more vigorous in some districts than in others, but the Government notes that the Board proposes to issue separate instructions on this subject and on cognate questions and will defer making further remarks until the receipt of the Board's more detailed views. It will suffice to say that in the opinion of Government no further steps need be taken for the reconciliation of ownership and revenue registry in this Presidency. The preparation of a record of rights would involve enormous expenditure and occupy many years and it is questionable whether such a measure could ever be carried out without decreasing the size of the Madras districts and materially strengthening the land revenue and judicial establishments. The records maintained in the Registration department are already for practical purposes a record of ownership except as regards petty transactions, and there can be in the opinion of Government no dispute as to the superior accuracy of registration records, maintained by educated men under a system which has been most carefully elaborated to prevent fraud and error, as compared with a record of rights kept by village karnams.

(True Extract.)

(Signed) G. STOKES,
Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).
" the " " (Revenue Settlement, Land Records and Agriculture).
" the Inspector-General of Registration.
" the Public Works Department, with reference to paragraph 6.
" the Judicial Department. No 3344 W dt 21" November 1896

Communicated to officers of the Public Works Department for information.

Exd. C. M. Brisson

120 Copies.

/Signed/ D.C.
W

To
The Superintending Engineers
" Consulting Architect to Government
" Chief Engineer for Irrigation.

6341

6216

Public Works (1896) Department.

G.O., No. ~~3344~~ W
3344 W

DATED 21" November 1896.

[Despatch Abstract.]

Conference: Proc: Revenue Dept passing orders on Board's Proceedings submitting, with remarks, a memorandum of the discussions held with Sir E. Buck on certain subjects referred for the consideration of the Conference held in December 1895 & Communicated to officers of the P.W.D.

BACK PAPERS.

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

FURTHER PAPERS.

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

Public Works (1896) Department.

Current No: 10216

Government {1896} of Madras.

REVENUE.

Recd. 12.11. } 1896.
Regd. 12.11. }

Enclosures

Spare copies 15.

G.O., No. 514, 8th October 1896.

No 33493 dt 21st November 1896.

OCTOBER.

Communicated to
Offices of the P.W. dept
for information.

15/11/96

S.C. Secy 19/11

Supdg Engrs.
Ch. Engr
Ch. E. for Secy

21/11/96

Conference.

Passing orders on Board's Proceedings submitting, with remarks, a memorandum of the discussions held with Sir E. Buck on certain subjects referred for the consideration of the — held in December 1895.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—again G.O., No. 3905, Revenue, dated 26th September 1895.

Abstract.—Communicating to the Board of Revenue Resolution of the Government of India announcing the deputation of Sir E. Buck, Secretary to the Government of India, Revenue and Agricultural Department, to discuss with Local Governments and Administrations the various subjects considered at the Agricultural Conference of 1893.

Read—again G.O., No. 780, Revenue, dated 29th November 1895.

Abstract.—Communicating with remarks to the Board of Revenue Proceedings, Government of India, forwarding a memorandum summarizing the remaining questions to be considered in connection with the Agricultural Conference of 1893.

Read—again G.O., Mis. No. 4345, Revenue, dated 1st November 1895.

Abstract.—Communicating to the Judicial Department and to the Board of Revenue, with remarks, Circular from the Government of India explaining their policy in regard to bringing the Registration and Land Records Departments into closer correspondence with each other and under the same responsible head.

Read—also the following Proceedings of the Board of Revenue (Land Revenue), No. 327, dated 28th August 1896 :—

Read—Government Order, Press No. 780, Revenue, dated 29th November 1895.

Read—again Government Order, Mis. No. 5012, Revenue, dated 12th December 1895.

Abstract.—Directing, in modification of Government Order, No. 4345, dated 1st November 1895, that the subject of bringing the Land Records and Registration Departments into closer correspondence with each other should be discussed with Sir Edward Buck by the Full Board and the Inspector-General of Registration.

Resolution—No. 327, dated 28th August 1896.

The Board begs to submit herewith a memorandum of the discussion held with Sir Edward Buck on the marginally-noted subjects referred for the consideration of the Full Board in the Government Orders read above.

I.—Elasticity in collecting land revenue.
II.—Training of junior civilians in the field.
III.—The amalgamation of the Land Records and the Registration departments of Government.

2. *I.—Elasticity in collecting Land Revenue.*—It will be seen from the memorandum that the only points on which information is required to be furnished by the Board on this subject are the following :—

(i) Whether remissions on dry lands are recommended and granted in exceptional circumstances and whether the rules provide that adequate consideration should be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code ;

(ii) whether the rules do not leave too much to the discretion of the Collector; and

(iii) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial less.

3. On the first point, Standing Order No. 23 provides that no remissions of assessment on unirrigated lands will be granted unless in very exceptional years or under very exceptional circumstances and with the previous sanction of the Board. This rule is based mainly on the considerations that assessment on dry lands is on the average very low and that in calculating the settlement rates a deduction of from 15 to 25 per cent. has been made on account of vicissitudes of season and the inclusion of unprofitable areas in the holdings. In practice, dry remissions have been granted on waste and on withered crops and in cases of short produce even where the failure of crops was not such as to call for measures of famine relief. This will be borne out by the marginal statement which exhibits the amount of dry remissions granted during the last 15 years in famine and non-famine tracts.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	51,698
1303	..	..	..
1304	..	..	..

4. The principles by which the Board is guided in the grant of such remissions are explained in the Board's Proceedings recorded in Government Orders, No. 780, dated 2nd April 1879, No. 262, dated 6th March 1882, No. 393, dated 17th April 1882, No. 1302, dated 22nd November 1882, and No. 305, dated 19th March 1887, and are briefly stated below :—

No remission is granted in tracts or villages in which the average crop is 6 annas or more, a normal crop being taken at 12 annas or three-fourths of the highest standard. When the crop is less than 6 annas remissions are granted at varying rates at the discretion of the Board :—

(*a*) When the crop is between 6 and 4 annas, at 25 or 50 per cent. according to the degree of distress prevailing in the affected tracts ;

(*b*) when the crop is between 4 and 2 annas, at 50 or 75 per cent. ; and

(*c*) when it is less than 2 annas, 85 per cent. or full remission. Full remission is also granted on *waste* where the cultivated lands of individual ryots have yielded less than a 6-anna crop, but if they have yielded more, the assessment of only such waste as is not usually left fallow or reserved for pasture is remitted.

5. The figures given in paragraph 3 show that remissions are granted on dry lands in exceptional cases, but the wording of Standing Order No. 23 precludes Collectors from asking for the Board's sanction to such remissions unless the circumstances are very peculiar. It is generally supposed by District officers that distress deepening into famine will alone justify an application for dry remission, and it is to be feared that a too strict interpretation of the rules may cause a good deal of hardship. But the Board considers that the principles enunciated in the papers quoted in the last paragraph are sound and would more especially invite attention to the full explanation of the Madras system given in the Board's Proceedings, under Government Order, No. 780, dated 2nd April 1879. It was then said :—

"On dry lands individual remissions are not given. The State does not step in to prevent a man from passing from the condition of a petty proprietor (or occupier) on his own account to that of a laborer. If accident, such as loss of cattle, impecuniosity, &c., prevents an individual in an ordinary year from cultivating, his case must take its course. But if there is so general a failure of rain, so great a blight, or other natural visitation over a tract as to render it desirable from public rather than individual considerations that the revenue demand should not be pressed in full, or should be remitted altogether, the partial or entire remission deemed necessary is given over the distressed tract, and the advantages are shared rateably by all alike. It is considered

better for the general interests of the people and Government that, if the outturn over a tract is quite insufficient to meet the demands of a year, small accumulations of capital, if such exist, should not be sought out and absorbed to meet the deficiency. Absence of capital has probably been amongst the causes that have led to the distress, or at any rate weakened the people's power of resistance. To hold what little capital may be accumulating liable for the year's demand in a season of scarcity is at once to intensify the distress and render its recurrence and ultimate loss of revenue in consequence more probable and more serious; and so remission is allowed not to keep a pauper ryot from throwing up any field or fields that ordinarily he cannot make profitable and meet the revenue demand upon, but because, 1stly, it is considered that the general failure of the particular season over the particular tract entitles each of the ryots therein, whether he be poor or whether he be rich, in his position as a Government tenant to consideration at the hands of Government as his landlord; and, 2ndly, it is thought better to relax the demands in an exceptionally hard time, so that the resources of the tract may not be unduly crippled or capital unduly trenched on."

6. The Board is however prepared to amplify Standing Order No. 23 so as to make it clear that dry remissions may be recommended even in years when no wide-spread distress is anticipated. There appears to be no reason for advocating a departure from the principle that individual losses should not be estimated. The case of dry lands differs from that of wet areas, in which the State is responsible for the supply of the necessary water. The failure of crops on dry lands is either due to seasonal causes or to the ryot's neglect. The latter cause does not entitle him to any consideration at the hands of Government, and the former must, as a rule, have affected his neighbours in the same measure as himself. It is therefore reasonable that concessions should be calculated for a tract and not for individual fields. But the Board believes that the stereotyped deduction made in the settlement calculations for vicissitudes of season does not always afford the necessary relief. It acts as a *bonus* on fertile lands and helps but little the ryot who owns the poorer soil. This remark applies with equal force to wet lands.

7. On the second point the Board begs to state that as the affected parts are, as a general rule, promptly inspected by the Commissioner of Revenue Settlement and Agriculture, the question of the grant of dry remissions is not wholly left to the discretion of the Collector.

8. On the third point the Board observes that in seasons of short water-supply or insufficient rainfall ryots are encouraged to sow dry crops on their wet lands and are granted a remission of the difference * between the dry and wet assessments, and that in cases where the ryots sow wet crops and reap not more than a 2-anna crop full remissions are granted. Under recent orders of the Board both classes of remissions are also granted on portions of survey fields.† Having regard to the above facts and to the allowance of from 15 to 25 per cent. made on account of vicissitudes of season and unprofitable areas in determining the settlement rates of assessment, the Board has not hitherto considered that any further concessions are called for. The question of remissions is dealt with by the Settlement Commissioner.

		Rs.			Rs.
* Fasli 1290	..	1,02,610	Fasli 1298	..	99,279
,, 1291	..	1,20,076	,, 1299	..	57,744
,, 1292	..	1,04,943	,, 1300	..	3,24,987
,, 1293	..	90,195	,, 1301	..	4,65,973
,, 1294	..	1,82,156	,, 1302	..	2,27,666
,, 1295	..	1,13,749	,, 1303	..	64,738
,, 1296	..	73,471	,, 1304	..	1,54,122
,, 1297	..	67,749			

† Board's Proceedings, No. 161, R. S., dated 8th July 1896.

9. *II.—Training of Junior Civilians in the field.*—Next, as regards the training of junior civilians, it will be seen that the rules on the subject are appended to the memorandum of the notes of conference. The Board would also invite attention to Board's Proceedings, Nos. 630 and 835, dated 16th July and 26th September 1888, respectively, and to Mr. Nicholson's note printed at pages 67 and 68 of the Proceedings of the Agricultural Conference held at Simla in 1893. The Board sees no objection to the adoption of the suggestion that junior civilians should receive training in the Executive Engineer's office in estimating and plan-drawing and in respect of elementary work, such as earthwork (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

10. *II—The amalgamation of the Land Records and the Registration Department of Government.*—The Government of India enquires whether the Registration and Land

Records establishments may not be placed under the same responsible head with a two-fold object, viz.—

(1) in order that the Registration Department which registers assurances or evidence of titles and the Land Record department which registers titles to revenue-paying lands may be brought into closer correspondence with each other, so that by perfecting the registration of rights in the Land Records he may make it possible to contract the limits within which the registration of assurances is compulsory; and

(2) that parties may be relieved, as far as possible, from the trouble and expense of appearing before two distinct departments in respect of one and the same transaction.

11. The above proposal involves the consideration of the several questions specified in the memorandum of the notes of the conference, but from the subsequent correspondence with Sir Edward Buck the Board understands that the original intention has since been modified and that it is not the desire of the Government of India that any change in the existing system should be considered. In a note written on the 13th February 1896 Sir Edward Buck says: —

"The object in view would . . . . seem to be sufficiently attained for present purposes if the Director be permitted to receive copies, annual or other, of important reports or proposals from the Registration Department with authority to submit thereon such suggestionsand comments as may occur to him for the consideration of the Board of Revenue and of the Local Government."

To this suggestion the Board believes that no objection can be raised. Sir Edward Buck adds that it is intended to avoid "on the one hand any dislocation of existing arrangements, and on the other any material discussion of the existing systems of Land Records and Registration."

12. The Board is therefore precluded from discussing the proposals and would merely invite attention to the action taken in 1885 with a view to bring the Land Records and the Registration departments into closer correspondence with each other. In the order read in Board's Proceedings, No. 844, dated 13th March 1885, the Government directed that whenever an instrument involving transfer of possession of lands was presented to a Sub-Registrar he should ask the parties whether they desired to have transfer of revenue registry effected at the same time, and, if they consented, he was directed to allow them to execute before him, on printed forms supplied for the purpose, the necessary application to the revenue authorities and afterwards transmit it to the Tahsildar concerned. This order has been in force since 1885–86 with this modification, viz., that even when one of the parties — say, the transferer—subsequently recedes, the application should be disposed of under paragraph 3 (*a*) of Standing Order No. 20 as if it were made only by the transferee—*vide* paragraph 7 of Board's Proceedings, No. 314 of 24th July 1894. It will be seen from the marginally-noted figures comparing the total number of applications dealt with by the Revenue officers with the portion thereof presented through the Registration Department, that the above system has been finding favour with the people.

Fasli.			Total number of applications.	Number presented through Registration officers.	Percentage of column 3 to column 2.
1297	..	..	125,965	40,455	32·1
1298	..	..	130,312	42,340	32·5
1299	..	..	131,998	46,676	35·4
1300	..	..	132,701	50,254	37·9
1301	..	..	117,817	48,618	40·8
1302	..	..	127,658	56,654	44·4
1303	..	..	114,563	52,637	45·9
1304	..	..	110,037	50,886	46·2

13. Of the three classes of transfers dealt with in the rules for the transfer of registry of holdings embodied in Standing Order No. 20, it is only in cases of transfers by succession that Revenue officers are expected to take action on their own initiative immediately after the occasion for the transfer arises. In the other two classes of cases, transfer of registry is made only on the application of one or both of the parties; and where no such application is presented action is taken by the Revenue officers only after the alienee has been in possession of the property for twelve years from the date of the alienation or court sale. The extent to which action has been taken in this direction is indicated in the appended statement; the considerable variations between the number disposed of in the several districts have been ascertained to be due to the varying efforts made by Revenue officers of their own accord to secure agreement between ownership and revenue registry. Instructions will be separately issued on this subject and on the cognate

question whether even in cases where the alienees, *e.g.*, by court sales, have been in possession for a smaller period than twelve years, Revenue officers may not take action of their own initiative in view to the transfer being registered, if it is found on enquiry that neither of the parties objects thereto. The facts mentioned above and in the preceding paragraph will show that attempts are being made to secure agreement between ownership and revenue registry so far as is possible without leading ignorant villagers to suppose that a new departure has been taken in the matter of registering titles.

14. On the suggestion referred to in paragraph 11 above, the Board begs to state that it is already consulted by Government whenever any proposals are made by the Inspector-General of Registration which have any reference to Land Records; and it welcomes the proposal that the Inspector-General should transmit copies of the reports on the operations of the Registration Department for its information inasmuch as the Settlement Commissioner will thereby be afforded an opportunity of offering his views on the suggestions or inferences made by the Inspector-General of Registration in regard to the economic condition of the country and of supplementing the same in the light of the information furnished in the returns of agricultural statistics compiled and reviewed in the Board's office.

15. The delay in the submission of this report is regretted. As already stated in the telegram sent to Government with Board's Proceedings, No. 1990, dated 22nd July 1896, it is due to the fact that the Board has been awaiting the receipt of a detailed note from the late Inspector-General of Registration. This note was promised in January last, but has not as yet been received from him, though the Board has recently been furnished by the present Inspector-General with an incomplete copy of his note with final amendments, but the Board is not prepared to defer any longer its reply to the order of Government. The note will be submitted to Government on receipt.

(True Copy and Extract.)

(Signed) R. C. C. CARR,
Acting Secretary.

To the Secretary to Government, Revenue Department, with copies of the minutes of conference and Sir Edward Buck's notes and with spare copies of Board's Proceedings, No. 630, dated 16th July 1888 and No. 835, dated 26th September 1888.

APPENDIX.

Districts.	Faslis.							
	1298.	1299.	1300.	1301.	1302.	1303.	1304.	Total.
Ganjám	..	..	..	..	..	..	..	..
Vizagapatam	2	..	..	..	..	3	6	9
Gódávari	..	162	1	..	..	..	..	3
Kistna	..	..	207	143	..	267	354	1,380
Nellore	1	..	..	..	247	..	..	..
Cuddapah	7	62	..	..	..	..	..	1
Anantapur	1	2	..	18	..	..	..	741
Bellary	30	73	122	142	294	107	253	614
Kurnool	..	..	41	56	69	43	222	650
Madras	..	..	4	55	357	64	51	153
Chingleput	..	18	..	45	26	..	14	..
North Arcot	9	4,303	27	..	..	33	..	238
South Arcot	3	..	1,400	76	51	1,755	33	15,773
Tanjore	3	16	63	5,258	2,363	311	685	426
Trichinopoly	15	33	33	..	..	266	49	547
Madura	..	2	52	150	76	74	3	1,247
Tinnevelly	73	79	..	1,006	67	6	..	40
Coimbatore	122	342	70	..	14	7	18	491
Nilgiris	..	1	258	92	166	677	4	5,071
Salem	5	..	3	241	8	9	1,366	30
South Canara	64	474	..	8	677	2,065	..	985
Malabar	..	..	122	..	9	9	221	1,256
				88	..	221	..	..
Total ..	335	5,567	2,403	..	97	282	759	29,655
				7,322	..	..	129	
					4,500	5,582	..	
							3,946	

Enclosure.

NOTES OF CONFERENCE HELD WITH Sir E. C. BUCK, 14th December 1895.

Present:

Sir E. C. Buck, *Kt.*, c.s.i.
The Hon'ble Mr. C. S. Crole, Acting First Member, Board of Revenue.
" " A. T. Arundel, Acting Second Member, Board of Revenue.
" " J. Sturrock, Acting Third Member, Board of Revenue.
H. M. Winterbotham, Esq., Fourth Member, Board of Revenue.
L. M. Wynch, Esq., Secretary to the Board of Revenue (Land Revenue).
Dewan Bahadur Srinivasa Raghavaiyengar.

Read G.O., No. 780, dated 29th November 1895, communicating letter from Sir E. C. Buck, *Kt.*, c.s.i., Secretary to Government of India, Revenue and Agricultural Department, on special duty, dated 20 November 1895, No. 12.

The first subject discussed was the question of elasticity in collecting land revenue. Sir E. C. Buck cited Government of India Resolution No. 15, dated 7th September 1895 (in Board's Proceedings, No. 5021, dated 7th October 1895) in explanation of the question at issue.

It was pointed out that the Board had no reason to believe that the system of collection in Madras was unduly rigid—or that land was passing to any great extent from the hands of agriculturists into those of non-agriculturists.

It was also pointed out that a deduction for vicissitudes of seasons of from 15 to 20 per cent. was made from the gross profits before the determination of the Government assessment.

The standing orders regulating the grant of remissions were then discussed.

Sir E. C. Buck observed that paragraph 4 of Standing Order No. 23 seemed to be worded so as to deter Collectors from recommending remissions on dry lands, and that as the rules were all that the Government of India had before them it would be as well to explain that in practice such remissions are recommended and granted in exceptional circumstances, *e.g.*, in 1891 and 1892 in about six districts.

The rules laid down in the Famine Code sufficiently provide for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government. The questions to be considered in the Resolution seemed to be—

(1) Whether the rules provide that adequate consideration would be paid by District officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code.

(2) Whether they did not leave too much to the discretion of the Collector.

(3) Whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss.

II.

The next point discussed was the training of junior civilians in the field.

The existing rules (appended) were thought to be sufficient. It was however suggested that junior civilians might with advantage receive training in the Executive Engineer's office in estimating and plan drawing, in respect of elementary work, such as earth-work (for tanks) and simple masonry works, *e.g.*, sluices and culverts.

III.

Read G.O., No. 5012, dated 12th December 1895, communicating copy of G.O., Mis. No. 4345, dated 1st November 1895, communicating Circular from the Government of India, Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895, as to the question of bringing the departments of Land Records and Registration into closer correspondence with each other.

Sir E. C. Buck opened the discussion by reading a note which he had written.

As to what is meant precisely by a record of right, Sir E. C. Buck referred the Board to the Acts of the North-West Provinces and the Punjab, especially the latter.

The Madras record is maintained under Regulation XXVI of 1802.

It was admitted that the Courts attached little or no weight to the entries therein and in consequence the village records have tended to become a mere record of the persons responsible for the payment of the Government revenue.

Allowing that no record of right (as understood in Northern India) is at present maintained in this Presidency, there is not at present that duality of system which the Government of

India desires to see reduced to smaller dimensions. And the question of the further amalgamation of the department of Land Records and Registration is not one that requires immediate discussion.

The first question to be considered is—

How far is the record now maintained a record of ownership?

Sir E. C. Buck remarked that if there was any doubt about this it would seem desirable to institute some system of examination by which it could be ascertained whether the record was in accord with the facts or not.

2. If not, how best could a record of right be constructed and maintained from the existing records making the fullest use of the registration offices?

The following measures would, if a record of rights were constructed and maintained, seem to be necessary :—

(*a*) To make a judicial enquiry into the correctness of each entry as it now stands.

(*b*) To make it compulsory to describe lands in documents by their survey numbers.

(*c*) To maintain a record for every survey field in serial order.

N.B.—Whether this should be maintained in the Registration offices or by the karnams is a question for decision.

(*d*) To make it obligatory under penalty upon proprietors (1) either to report to the Revenue office transactions affecting land of less value than Rs. 100, or (2) to have them registered in the Registration office.

(*e*) That a judicial enquiry should be held upon such reports.

It was objected that a very large amount of extra work would be thrown on the Revenue Department (1) in the construction of the initial record; (2) in the maintenance of it. Also that the record would be of little use if encumbrances were not to be brought upon it.

L. M. WYNCH,
Secretary.

Extracts from the Indian Civil Service Manual.

Paragraph 12.—*Assistants to be placed in entire charge of one or more villages.*—One or more villages near the chief town shall be placed under their charge, and they will be required to undertake their entire management and to keep the accounts of the same; their orders, until they pass by the lower standard, being subject to the Collector's confirmation. After a time the condition of these villages, their tenures, statistics, &c., shall be fully reported upon to the Collector.

Paragraph 40.—(1) Independently of the examination in survey which is prescribed for the higher standard in rule 22 *supra*, junior civilians must undergo a month's practical training in surveying, and no officer will be entitled to receive the increased allowance of a "passed assistant" until he has completed this practical course and received the required certificate.

(2) Survey schools, each lasting one month, are held at convenient centres during the months of May and June. The dates of opening and closing the schools and the places at which they are to be held are fixed by the Board of Revenue and notified for the information of Collectors early in April.

(3) The most suitable time for practical training in survey work will ordinarily be when an assistant has attained six months' standing. Before an assistant has reached that period of his service, he should submit a request to be attached to a survey party. The Collector will forward the application through the Superintendent, Revenue Survey, for the sanction of the Board of Revenue. The Superintendent of Survey in forwarding it will state to which school the assistant may, in his opinion, be most conveniently attached.

(4) On sanction being given for an assistant to join a survey party, his Collector will make arrangements to relieve him of his ordinary duties during the period of training.

(5) Assistants shall, on joining a survey party, report themselves to the Collector of the district where the party is working.

(6) Each survey school is superintended by the Survey officer in charge of the division in which the school is held.

(7) The course of instruction is as follows :—

(i) That prescribed for karnams which lasts about one week and comprises the use of the following instruments: chain, cross staff, offset pole, plotting and offset scales, area square.

(ii) The additional course usually undergone by Revenue Inspectors comprising the use of the following instruments: prismatic compass, protractor, plane table, computing scale. This course also lasts for about one week.

(iii) The use of the theodolite, vernier scale, diagonal scale.

While learning the use of the instruments mentioned above, the method of preparation and practical use of the following survey records and the means of testing their accuracy have to be thoroughly acquired :—

(1) Village maps, (2) field measurement book, (3) field register and (4) area list.

The Survey officer will take the class of junior civilians with him to one or more villages and examine the survey records on the ground on at least fifteen days during the course of instruction.

(8) After an Assistant Collector has satisfactorily completed his prescribed course, a certificate in the Form A appended shall be prepared by the officer in charge of the party and forwarded for countersignature to the Superintendent of Revenue Survey, whose duty it will be to satisfy himself, as far as possible, that the certificate is correct and that the time passed with the party has been profitably employed.

Form A.

Certificate.

I, A. B., Deputy Superintendent of Revenue Survey, do hereby certify that Mr. C. D. of the Indian Civil Service has been attached to ——— Party for a period of ——— from ——— to ———, during which time he has accompanied me on ——— occasions when engaged on field work survey and that he has acquired a fair knowledge of the operations of survey and of the orders relating thereto.

(Countersigned) X. Y.,
Supdt. of Rev. Survey.

(Signed) A. B.,
Dy. Supdt. of Rev. Survey.

(9) The Superintendent of Revenue Survey will forward to the Board of Revenue, for submission to Government, an annual return of all certificates granted to Assistant Collectors during the previous official year. The return will be in the Form B appended and should reach the Board not later than the 1st of June of the year following that to which it relates.

Form B.

Statement of certificates granted by Superintendent of Revenue Survey to junior civilians who have been attached to his department during the year ending 31st March 189 .

Number.	Name of junior civilian.	Appointment held by junior civilian.	To what party attached.	Name of Deputy Superintendent.	Date of issue of certificate.	Remarks.
1	2	3	4	5	6	7

(Signed)
Superintendent of Rev. Survey.

Order—No. 514, Revenue, dated 8th October 1896.

Miscellaneous.

In the Proceedings read above, the Board submits with its remarks a memorandum of the discussion held with Sir Edward Buck on the remaining subjects referred for the consideration of the Conference held in December last, namely,

(1) elasticity in collecting land revenue,
(2) the training of young civilians in the field, and,
(3) the amalgamation of the Land Records and the Registration departments.

2. The first of these three subjects was referred to in paragraph 4 of the Resolution of the Government of India in the Department of Revenue and Agriculture, No. 15—93-1, dated 7th September 1895. In that Resolution the Government of India, after premising that measures for the prevention and relief of agricultural indebtedness were at the time under its consideration, remarked that while framing measures with this object it was incumbent upon Government to take care that such indebtedness is not promoted by the rigidity of the

G.O., No. 3905, Revenue, dated 26th September 1895.

land revenue demand and that while the general principle of fixity of demand is maintained as essential, allowance is so made for special circumstances, both in the assessment and in collection, that the provident land-owner shall not be driven to have recourse to the money-lender in order to pay the Government revenue. Local Governments were accordingly requested to take advantage of Sir Edward Buck's tour for the purpose of discussing this matter, and thereafter to advise the Government of India as to what measures in this direction were regarded as practicable in each province and as to the reasons for so regarding them.

In the course of the discussion held with Sir Edward Buck, it was pointed out that the system of collecting land revenue in this Presidency is not unduly rigid and that land does not pass to any great extent from the hands of agriculturists into those of non-agriculturists. Attention was also drawn to the fact that leniency of assessment should have been secured by the deduction of from 15 to 20 per cent. which is made from gross produce on account of the vicissitudes of season before the determination of the Government share. The Conference considered that the rules in the Famine Code sufficiently provided for the circumstances of a large tract affected by bad season being fully reported upon to the Board and Government, but that further information was required as to the following questions:—

"(1) whether the rules provide that adequate consideration would be paid by District-officers to claims for remission on dry lands extending over tracts not sufficiently large to come under the purview of the Famine Code;"

"(2) whether they did not leave too much to the discretion of the Collector;"

"(3) whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss."

3. The Board's views on these matters have now been submitted. On the first point, the Board observes that remissions of assessments on dry lands have been granted in exceptional circumstances, both in famine and in non-famine tracts, and illustrates this remark by the statement reproduced in the margin which shows the amount remitted during the fourteen years ending with fasli 1304 (1894–95). These remissions related not only to waste lands but also to lands on which the crops were totally lost or yielded a poor outturn.

Faslis.	Amount of remission granted		
	in famine tracts.	in non-famine tracts.	Total.
	Rs.	Rs.	Rs.
1291	..	2,07,588	2,07,588
1292	..	17,961	17,961
1293	..	..	..
1294	8,55,781	49,878	9,05,659
1295	..	1,059	1,059
1296	..	36,288	36,288
1297	..	..	..
1298	3,211	76,034	79,245
1299	..	..	..
1300	65,795	17,450	83,245
1301	10,34,033	..	10,34,033
1302	..	58,698	58,698
1303	..	..	..
1304	..	..	..

The Board next discusses in paragraphs 4—6 of its Resolution the principles upon which the grant of remissions on dry lands is regulated, and, in drawing attention to the wording of its Standing Order No. 23, suggests that it is desirable to amplify the rule contained therein so as to make it clear that a remission on dry lands may be recommended even in years when no wide-spread distress is anticipated. The modification is in the opinion of Government desirable, but it will be necessary to word the revised Standing Order with great care. The Government concurs in the Board's views as to the distinction between dry and wet areas and the necessity of adhering to the principle that concessions granted in respect of dry lands should be calculated for a tract—and not for individual fields—in consideration of the circumstance that the failure of crops on dry lands is due either to seasonal causes or to the ryot's neglect. As the Board remarks, the latter cause does not entitle the ryot to any consideration at the hands of the Government and the former must as a rule have affected his neighbours in the same measure as himself.

4. In regard to the next point, namely, whether the rules do not leave too much to the discretion of the Collector, the Government agrees with the Board in considering that the Collector's action is sufficiently supervised by the Commissioner of Revenue Settlement, who as a rule promptly inspects areas in regard to which it is proposed to grant dry remissions.

5. With reference to the third point, namely, whether greater latitude should not be allowed in granting wet remissions so as to provide for remissions in case of partial loss, the Government concurs in the views expressed in paragraph 8 of the proceedings. The grant of remission of the difference between the wet and dry assessment in the case of wet lands cultivated with dry crops owing to deficiency of water-supply or inadequate rainfall, taken together with the liberal allowance which is made on account of vicissitudes of season and unprofitable areas when the settlement rates are fixed, renders any further concession uncalled for. The Board state that in cases where the ryots sow wet crops and reap not more than a 2-anna crop, full remissions are granted and that in this case and in the case of the remission of the difference between the wet and dry assessment referred to above, remissions are granted on portions of survey fields. These orders of the Board should be submitted for the consideration of Government.

6. The next subject for consideration is the training of young civilians in the field. This is referred to in sub-paragraph (1) of the memorandum accompanying Sir Edward Buck's letter No. 12, dated 20th November 1895, which suggests the discussion of the question whether any modification of the present system is desirable. The opinion of the Conference on this point was that the existing rules which are embodied in the appendix to the memorandum of discussions are sufficient. It was however suggested that junior civilians might with advantage also receive training in the Executive Engineer's office in estimating and plan-drawing in respect of elementary work, and the Board now endorses that suggestion. Junior civilians have frequent occasions in their capacities as revenue divisional officers and taluk board presidents to scrutinize estimates for minor irrigation works, the maintenance of communications, famine relief works and works of petty construction and repairs, and there can be no question as to the advantage which they would derive from receiving training of the character suggested. The proposal is accordingly approved and the Board will be requested to draw up detailed instructions in the matter and to submit definite proposals for the sanction of Government in the Public Works Department. Before passing on to the next subject, the Government desires further to request the Board again to draw the attention of Collectors to Board's Proceedings (Land Revenue), No. 630, dated 16th July 1888, and to Board's Proceedings (Land Revenue), No. 835, dated 26th September 1888, and to arrange, as far as may be possible, that junior civilians shall in future receive a thorough course of instruction in the duties of a revenue officer.

7. The last subject for consideration is the suggested amalgamation of the Land Records and Registration departments. The views of the Government of India in regard to this matter are set out in its Resolution in the Department of Revenue and Agriculture, No. 20—353-1, dated 2nd October 1895. For the reasons detailed therein, the Government of India expressed its desire that the Registration and Land Records establishments should at the first convenient opportunity be brought under the same responsible head, the object in view being two-fold, namely, (1) "by perfecting the registration of rights to render possible a contraction of the limits within which registration of assurances is compulsory" and (2) "to relieve as far as possible the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

The Conference in discussing this question first noticed the fact that there is in the Madras Presidency no "record of right" as the term is understood in Northern India. The records maintained under Madras Regulation XXVI of 1802 are practically nothing but registers showing the individuals responsible for the payment of Government revenue. It was next pointed out that if this were conceded—it cannot, in the opinion of Government, be disputed—there is not at present that duality of system which the Government of India desires to see reduced and the question of the further amalgamation of the two departments consequently requires no immediate discussion. The Conference however indicated the questions which would require consideration in the event of discussion being considered necessary. These were as follows:—

(1) "How far the record now maintained is a record of ownership?"

(2) "If it be not such a record, how can a record of right be best constructed and maintained from the existing records, making the fullest use of the registration offices?"

Into these questions, however, the Government does not propose to enter, for it appears from paragraph 11 of the Board's Resolution and from the note referred to therein that it was laid down in the course of similar discussions held in Bombay that the immediate object of the Resolution of the Government of India quoted above was merely that "an opening should be given to the Land Records department to suggest any reforms which may from time to time appear desirable in the direction of utilizing the land records as far as it may be convenient or advisable to do so for purposes of registration of title," and that this object "would seem to be sufficiently attained for present purposes if the Director of Land Records be permitted to receive copies, annual or otherwise, of important reports or proposals from the Registration department with authority to submit thereon such suggestions and comments as may occur to him . . . in the direction of making a fuller use of the land records in respect to registration of deeds or titles." As the Board observes, no objection can be raised to this course which has indeed been followed in the past in regard to proposals made by the Inspector-General of Registration in this Presidency and bearing direct reference to the business of the Land Records department.

8. In paragraph 12 of its proceedings, the Board draws attention to the orders issued more than ten years ago which in this Presidency provide for the execution in Registration offices of transfers of revenue registry, and shows that increasing advantage is every year taken of this system, which is calculated to secure part of the object kept in view by the Government of India, namely, "the relief of the parties from the trouble and expense of appearance in two distinct departments in respect of one and the same transaction."

9. In paragraph 13 the Board refers to the extent to which action has been taken in the several districts for the purpose of securing agreement between ownership and revenue registry. The appendix to the proceedings would seem to show that action in this direction has been much more vigorous in some districts than in others, but the Government notes that the Board proposes to issue separate instructions on this subject and on cognate questions and will defer making further remarks until the receipt of the Board's more detailed views. It will suffice to say that in the opinion of Government no further steps need be taken for the reconciliation of ownership and revenue registry in this Presidency. The preparation of a record of rights would involve enormous expenditure and occupy many years and it is questionable whether such a measure could ever be carried out without decreasing the size of the Madras districts and materially strengthening the land revenue and judicial establishments. The records maintained in the Registration department are already for practical purposes a record of ownership except as regards petty transactions, and there can be in the opinion of Government no dispute as to the superior accuracy of registration records, maintained by educated men under a system which has been most carefully elaborated to prevent fraud and error, as compared with a record of rights kept by village karnams.

(True Extract.)

Ag. Secretary to Government.

To the Board of Revenue (Land Revenue).
„ the „ „ (Revenue Settlement, Land Records and Agriculture).
„ the Inspector-General of Registration.
„ the Public Works Department, with reference to paragraph 6.
„ the Judicial Department.

Exd. C. M. Brisson

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