Revenue Department

E. Pl. C. dated 24th February 185

Back Nos 54-55

Order no 201 dated 24th Feb 1857.

பாதுகாப்பு பிரிவு-1

செப்பனிடுபவர் பெயர் S. விமலா

செப்பனிடுவதற்காக
எடுத்துக்கொள்ளப்பட்ட நாள் 6/2006

செப்பனிட்டு முடித்த நாள் 8/2006

சரிபார்க்கும்
முதல் மு.நி.பா.எ.
கையொப்பம்

சரிபார்க்கும்
2ம். நி.பா.எ.
கையொப்பம்

ஆராய்ச்சி
உதவியாளர்
கையொப்பம்



No. 54. Read the following letter *from J. GOLDINGHAM, Esq., late Commissioner for the Northern Circars; to H. FORBES, Esq., Acting Secretary to Government, Revenue Department; dated Fort Saint George 2d February* 1857.

SIR,

1. The correspondence noted in the margin, has reference to my proposition to substitute an individual settlement in the Districts of Rajahmundry and Masulipatam for the present Joint Rents. The Government have been pleased to pass final orders on the question; but I would ask permission to make a few brief remarks with the view of removing misapprehensions which appear to be entertained on the subject.

*To Government 6th December* 1855, *No.* 142.
*From do. 12th November* 1856, „ 1206.

2. The statistics furnished in the paper drawn up by the Sheristadar, the Government observe, might properly come under consideration in discussing the details of a General Survey of the Circars. Their remarks are chiefly confined to three points; 1st, the system of Revenue proposed; 2ndly, the character and duration of the survey; and 3rdly, the financial effect.

*System of Revenue.*

3. In regard to the first of the three points, the Government observe in para. 7 of the Minutes of Consultation that "the allotments or Khandams referred to are, the Government apprehend, the old divisions or shares formed for a very different state of things from what now exists, resembling the coparcenary tenure of the North West Provinces," and in para. 8 they remark that "it is not explained what good the Government could expect, from attempting to revive an antiquated and now forgotten system." I do not make out to what system the Government refer in these remarks, where the lands are formed into Khandams or allotments according to existing shares. I look upon Khandams as having been first made with reference to locality and other circumstances, altogether irrespective of the varying shares of individuals. Those shares would and do now, where they are found, regulate the extent of holding to which each is entitled, but in no way determine how the Khandams are to be formed. The Khandams have existed at all times under every form of settlement, and will be found to correspond with similar sub-divisions of the village area under different names in other Zillahs. It is quite true that in some villages from limited area they do not exist, because they are not necessary, and in some they may not be readily known at first in consequence of our accounts, except in Tanjore and in a few other localities, where the term Kutlay is preserved, not requiring them to be specified. But the question of interest as it appeared to me was, do they exist at all, and if so, for what purpose were they designed and how are they now used, and are they of such practical importance as to suggest a principle according to which the measurement of the village area should be conducted? During my last circuit in Rajahmundry, I had two villages surveyed by members of the survey class there, and the Khandams were found complete. The surveyors first laid down the village limits and then those of each Khandam, and as it was not required for the object then in view that the operation should extend to the component fields of the Khandams, the work was quickly performed. After the survey I walked over the Khandams and fields of one of the villages, with the Collector of the District, to satisfy myself as to the actual state of things.

4. The existence of Khandams was further noticed in examining the way in which the ryots, in the villages then brought under consideration, distributed the lands amongst themselves under the present system. It was seen that instead of holdings, more or less compact, each ryot had a patch of cultivation in almost all the Khandams, an arrangement resorted to in order to make good the Joint Rent. Para. 17 of my letter has also reference to this subject.

5. The mention of Khandams in my letter under reference was thus irrespective of the system of Revenue to be followed. That system the Government are aware was to be Ryotwar, with freedom of action as to the occupation of land. The Khandams were recognized as being both ancient and permanent, and as assisting the operations of a survey. A Khandam may be the property of a single individual, or it may be composed of several distinct holdings.

*Character and duration of the Survey.*

6. In paras. 12 and 13, the Government have drawn the conclusion that the proposed survey would be imperfect, and that the work would not be completed in less than forty-six years from its commencement.

7. It was not my intention to suggest an imperfect measure. In para. 64, I pointed to operations on professional principles, and observed that "the changes in progress from the annicut works and the foundation laid in Rajahmundry for survey operations on correct principles render it expedient that attempts to obtain improved registers of the land with Maps, should not be indefinitely postponed." Whether the work is undertaken as proposed by me, or by another establishment in connection with the general scheme for the survey of the whole Presidency, its character and operations would be the same.

8. In regard to the duration of the work, the calculation of Government is based on the supposition that only 6 sets of Surveyors were to be employed till the completion of the work; whereas my proposal was for "six surveying parties to begin with." As the object and advantages of a survey came to be appreciated, for I considered an intelligent co-operation on the part of the landholders to be of primary importance, the number of surveying parties would be increased.

9. But in calculating the time required, Government have further overlooked the circumstance, that if the exterior boundary of the village and that of each Khandam alone are laid down by Government, the work would be not only quickly but inexpensively performed. The component fields of each Khandam would be measured by the Curnums after instruction in the principles of mensuration or by others instructed in like manner; in either case the charges incurred, it was thought, might be borne by the ryots, each village also was to bear the charge for pillars or other boundary marks.

10. In para. 66, I suggested that a commencement should be made with a Delta talook. If the necessary statistical information is defective as is supposed and can be supplied only by a professional establishment, to be newly appointed, I can hardly suppose that Government would wish that a beginning should be made in more than one talook, even supposing the requisite number of Surveyors for very extended operations could be obtained at first.

11. Holding the opinion that we possess ample statistical information, I advocated a beginning with a single talook for two principal reasons, 1st, because it is important that the people should co-operate intelligently and readily, and 2dly, because great ignorance prevailed as to the distribution of the lands of villages and landed tenures generally.

12. The foregoing remarks will I trust remove the impression, that an imperfect work or one that could not be executed within a reasonable period was intended.

*Financial effect.*

13. The third point is the financial effect of the proposed measures. In para. 14, the Government notice the deficit "after" they say "allowing for probable increase of cultivation and for all the gain to the ryot from the Annicut works." It will be found that the views put forth in my letter were irrespective of such gain. In para. 32, I observed that the estimate of probable deficit was based "on the present settlements," and feeling at the time, the importance of precision on this point, I repeated in para. 41 that "these views of financial effect are altogether irrespective of the general stimulus and gain to Government to be expected from the Annicuts and other improvements in the irrigation and communications of the country in progress or to be undertaken hereafter, the operation of which again will be effective in an increased degree, so soon as the contemplated reformation of the assessment and revenue administration is carried out."

14. In regard to the deficit itself, which was estimated at Rupees 3,71,000 only for all the Circars, I remarked that the calculations were based "on the slow progress of past years," and in para. 32, I pointed out that the ryots now pay for a large quantity of land which yields them no profit, a portion of which must under any circumstance be struck out of the accounts. Thus it would not be unfair to assume that there would be little or no deficit on the reformation of the system being fairly carried out.

15. On the three points, noticed in the foregoing paras., viz. System of revenue, character and duration of the Survey and financial effect, I am anxious to be set right with Government, and I would express a hope that the remarks which I have ventured to make will have this effect. In regard to my remark, that the rule laid down by Sir T. Munro regarding the sufficiency of the ordinary village accounts for the purposes of Ryotwar settlements in general, I would askpermission to observe with reference to the remarks of Government in para. 4 that



the Revenue Settlements in the Ceded Districts in 1801 before a Survey was made, were Kulwar or individual, the particulars of the holding of each ryot being specified in a Puttah, under the signature of the controlling officer. The settlements bore none of the features of what is understood by a rent, each ryot cultivated as he pleased, unrestricted by any collective obligations; and as the character of the season developed itself and the prospects of the harvest became known, an estimate was framed for the village, which the ryots were required to make good, each according to the extent of his cultivation. The estimate was framed on the village accounts and other information obtained for the purpose. If the village accounts, as to the rent which each field should bear, could have been trusted, the settlement would have proceeded upwards from fields; but whether proceeding upwards from the fields of each, or fixed, as was done in the aggregate on those fields, it was Kulwar or Ryotwar. These facts and the observation of Sir T. Munro in 1822 with the experience of other Districts then before him, seem to furnish a rule as to the sufficiency of the village accounts in general for individual or ryotwar settlements. In advocating that the joint rents of Rajahmundry and Masulipatam should resolve themselves into Ryotwar settlements, it will I trust be seen under the present explanation, that there is a close analogy in the proposal to that effect to the course followed in the Ceded Districts in 1801. It was not necessary that the village rents in resolving themselves into Ryotwar should assume the form of rents on fields; but this further step was also recommended on the ground that sufficient statistical information was forthcoming, as shewn in the Memo. of the Sheristadar, so that the settlements would be Kulwar proceeding from fields.

16. Explanation remains to be given with reference to para. 10 of the Minutes of Consultation, where it is observed that "it would seem that the Commissioner after all does not place much confidence in his scheme, for he goes on to declare that no time should be lost in reforming the confused state of the assessment in Rajahmundry and Masulipatam, by a further process, which he explains under the name of a Reform of "the village Registers." I would explain my suggestion (see para. 40 of the report) was that "the reformation of the assessment and settlement should be undertaken immediately," that is, as before expressed, that the rents should resolve themselves into individual settlements, or in other words that a Kulwar settlement should be made, with Puttahs to the several ryots, each being held responsible for the land and assessment alone in his Puttah, with freedom of action as to the occupation of land, and that the present practice of a joint demand, frequently changing, and a redistribution of land with every change in the demand, with its incidental evils as already fully pointed out, should be got rid of. It is seen that in 1801, in the Ceded Districts, this principle of settlement, which seems to be recognized as the true one, at least so far as regards the tenures of Southern India, was found to be practicable, even before a Survey; much more did it appear to be so in the case of the Northern Districts under consideration, with the ample means of information at hand in those Districts.

17. The Land Registers would be prepared according to Register A of the new Forms of the village accounts. It records the area according to "Mamool" or "Survey" as the case may be. In Rajahmundry and Masulipatam, the entries shewing the particulars of the several fields would be made according to "Mamool," for though the measurements may be traced to an ancient Survey, the term "Survey" of the form refers to modern operations. The land measure of Rajahmundry is Pootties, but the Curnums it was suggested should be required to enter, within a given time, the equivalents respectively in acres. With settlements reformed in the manner proposed, the measurement of the village area, by means of a professional establishment, became, I observed (para. 64), a secondary consideration; but for reasons stated, I thought that this also might be attended to.

18. To sum up, my suggestions were based on two main views. 1st, the sufficiency of the village accounts generally for an individual settlement, special information being given as to the state of the village accounts in the Northern Circars; and 2d, the importance of placing the Revenue adminstration of a District in a right position, as a necessary preliminary to survey operations.

19. The suggestion to fix the limits of Khandams as unchanging Sub-divisions of the village area may be properly considered at the survey.

No. 55. ORDER THEREON, *No. 201; dated 24th February* 1857.

Ordered that the foregoing letter be recorded.

(Signed) H. FORBES,
*Acting Secretary to Government.*

proposed 2nd The character and duration of the Survey, and 3rd The permanent effect.

3. In regard to the first of the three points, the Government observe in para 7 of the Minute of Consultation that the allotments or Khandams referred to are, the Government think, the old divisions or shares formed for a very different state of things from what now exists, resembling the co-parcenary tenure of the North West Provinces and in para 8 they remark that it is not explained what good the Government could expect from attempting to revive an antiquated and now forgotten system. I do not make out to what system the Government refer in these remarks, where the lands are formed into Khandams or allotments according to existing shares. I look upon Khandams as having been first made with reference to locality and other circumstances altogether irrespective of the varying shares of individuals. Those shares would and do now where they are found, regulate the extent of holding to which each is entitled, but in no way determine how the Khandams are to be formed. The Khandams have existed at all times under every form of settlement, and will be found to correspond with similar subdivisions



of the Village even under different names in other Villages. I suggest to have that in some Villages some lands are not cut, because they are not necessary, and in some they may not be readily known at first in consequence of our account, except in Poona and in a few other localities, where the term Khandlay is generally not requiring them to be specified. But the question of interest and of expense to me was do they exist at all, and if so, for what purpose were they designed and how are they now used, and are they of such importance as to suggest a principle according which the Measurement of the Village area should be conducted. During my last Operation in Rajahmundry I had the Villages surveyed by Members of the Survey Establishment, and the Khandams were found complete. The Surveyors first laid down the Village limits and then those of each Khandam and those not required for the object then in view that the operation should be confined to the cultivated fields of the Khandams the work was quickly performed. After the Survey I put down the Khandams and fields of one of the Villages with the Collector or

ng the District to satisfy anybody as to the actual state of things

4. The existence of Khandesh further advices in recovering the way in which the Ryots in the Villages then brought under cultivation, distributed the land amongst themselves under the present Kayathwa. It seems that instead of settling, under or by contract, each Ryot should be put in possession of cultivation & should pay to the Government a land rent proportioned to the land so cultivated & to the quality of the soil.

5. The mention of Khandesh in any other under reference to the inspection of the system of Revenue to be followed. That System the Government are anxious to see Ryotwar, with freedom of action as to the occupation of land. The Khandesh villages being both ancient & permanent bodies, opening the operations of Survey & Khandesh may be the property of a single individual, or it may be composed of several distinct holdings.

6. In paras 12 and 13 the Government have drawn the conclusion that the proposed Survey

Character and duration of the Survey

Survey would be unsuitable and that the work would not be completed in less than forty-five years from its commencement.

7. It was not my intention to suggest an imperfect measure. In para 66 I pointed to operations on professional principles and observed that "the changes in progress from the Ancient works and the foundation laid in Registry for many operations on correct principles render it expedient that attempts to obtain improved Registers of the land with Maps, should not be indefinitely postponed." Whether the work is undertaken as proposed by me or by another Establishment in connection with the general scheme for the Survey of the whole Presidency, its character and operations would be the same.

8. In regard to the duration of the work, the calculation of Government is based on the supposition that only 6 Sets of Surveyors were to be employed till the completion of the work: whereas my proposal was for Six Surveying parties to begin with. As the object and advantages of a Survey cannot be appreciated, & I considered an intelligent Co-operation on the

the part of the Land holders to be of
primary importance the number of Surveying
parties would be increased.

9. In calculating the
time required, Government have further over-
looked the circumstance, that if the exterior
boundary of the Village and that of each
Khaudaur alone are laid down by Covern-
ment, the work would be not only quickly
but inexpensively performed. The compa-
rient fields of each Khaudaur would be
awarded by the Punchayet after instruction
in the principles of Assessment or by others
instructed in the manner, in either case
the charge incurred, it was thought might
be borne by the Ryots each Village also
was to bear the charge for Pillars & other
boundary marks.

10. In para 66 I suggested
that a commencement should be made with
a Cadastral Survey. If the numerous Statistical
information is defective as is supposed and
can be supplied only by a professional Sta-
tistical Department to be newly appointed, I can
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that a beginning should be made in more than
one



Dr
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number of Surveyors & every other Establish-
ment could be obtained at first.

11. Holding the opinion, that we
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is important that the people should Co-
operate intelligently and steadily, and
2dly, because great ignorance prevailed as
to the distribution of Lands of Villages and
Land Tenures generally.

12. The foregoing Remarks will
I trust excuse the impression that our
Report was an imperfect work or one that could not be
executed within a reasonable period was
intended.

Eminent effect. 13. The third point is the Financial
effect of the proposed measure. In para 14
the Government desire to see the effect "after they
say" allowing for probable increase of Cultiva-
tion & for all the gain to the Ryot
from the Assessment works." It will be found
that the views put forth in my letter were
irrespective of such gain. In para 32 I
observed that the estimate of probable deficit

was

was based on the present settlements and feeling at the time the importance of precision on the point I repeated in para 48 that these views of financial effect are altogether irrespective of the general stimulus and gain to Government to be expected from the Canals and other improvements in the irrigation and Communications of the Country in progress or to be undertaken hereafter, the operation of which again will be effective in an increased degree, as soon as the contemplated reformation of the present Revenue Administration is carried out.

In regard to the deficit shewn, which was estimated at Rupees 37,000 only for all the Circars, I remarked that the calculations were based on the low prices of past years, and in para 32 I pointed out that the Ryots now pay for a large quantity of land which yields them no profit, a portion of which must under any circumstances be struck out of the account. Thus it would not be unfair to assume that there would be little or no deficit on the reformation of the system being fairly carried out.

In

15 On the three points, noticed in the foregoing paras, viz System of Revenue Survey and duration of the Survey and Pottah effect, I am anxious to be set right with Government and I would express a hope that the reasons which I have urged to me to will have this effect. In regard to my remarks that the rule laid down by Sir T Munro regarding the sufficiency of the ordinary Village Accounts for the purposes of Ryotwar Settlements in general, I would ask permission to observe with reference to the remarks of Government on the Ceded Districts in 1801 before a Survey was made: were Ryotwar or individual, the particulars of the Cultivation of each Ryot being specified in a Pottah, under the Signature of the Controlling Officer. The Settlement has many of the features of what is understood by the word Ryotwar Settlement as he proposed, modified by any collective obligations, and as the character of the Season developed itself and the prospects of the harvest became known, an Estimate was framed for the Village, which the Ryots were required to

to make good each according to the
extent of his Cultivation. The estimate
was framed on the Village accounts and
other information at hand for the purpose.
If the Village accounts, as to the respective
each field should vary, or the boundaries
should, the Settlement would have proceeded
exceed upon its proper fields, but whether
proceeding upwards from the fields of each
or more, as was done in the aggregate on
those fields, it was the duty of the Ryotwar Peons
fixed on the observation of Sir T. Munro
in 1822 with the concurrence of the Collector
before him, seem to furnish a rule to
the assessment of the Village accounts
in general for individual or Ryotwar
Settlements. In advocating that the Joint
Heads of Rajahmundry and Masulipatam
should resolve themselves into Ryotwar Settle-
ments, it will stand to be seen under the
present explanation, that there is a close
analogy in the proposal to that upon
the course followed in the Ceded Districts
in 1821. It was not necessary that the
Village Heads in resolving themselves into
Ryotwar should recede the proprietary

on

on fields; but this further step was also re-
commended on the ground that a general
Ryotwar superintendence was forthcoming, as shown
in the Memo of the Sheristadar, so that the
Settlement would be Ryotwar proceeding from
fields.

16. Explanation proceeds to enquire with
reference to para 10 of the Minutes of Consul-
tation, whether it was intended that it would be
that the Commissioner after all documents & plans
were completed in his cutcherry, for the
year in to declare that no time should be
lost in preparing the enquired state of
the agreements in Rajahmundry and Masulipa-
tam, by a further process which he
explains under the name of a Review of
the Village Registers. I would explain my
suggestions (see para 10 of the Report) and
that the Preparation of the Agreements and
Settlements should be undertaken immediately
that is, as I proposed, that the Heads
should resolve themselves into individual
Settlements, in other words that a Ryotwar
Settlement should be made, with Patta's
to the Actual Ryots, each being held
responsible for the lands and agreements

above

alone in his Pocket, with freedom of
action as to the manner of laying
out that the present practice of a Joint
demand frequently changing, and re-
distribution of land with every change
in the demand, with its incidental evils
to check, if fully provided for, should be
given up. It is true that in 1501 in the
Coded Districts this principle of Settlement
which seems to be recognized as the basis
one, at least so far as regards the tenures
of Southern India, was found to be practi-
cable, even before a Survey of much value
did appear to be in the case of
the Northern Districts under consideration,
with the ample means of information
at hand in those Districts.

17. The said Register would be prepared
according to Register A of the new Forms
of the Village accounts. It records the area
according to "Pymash" or "Survey" as the case
may be. In Registers B and C are to
be shown the extents showing the particulars
of the several fields which are to be made ac-
cording to "Pymash" for which the demand
rents may be traced to the current Survey.

The

95

The term "Survey" of the Form refers to
modern operations. The land measure of
Rajahmundry is Pottis, but the Common
It was suggested should be required to be
written against them, the equivalents per Pucka
in Acres. With Settlements performed in the
manner proposed, the measurement of the
Village area, by means of a professional
establishment, became, I observed (para
6th) a secondary consideration; but for reasons
stated I thought that this also might be
attended to.

18 To sum up - my suggestions
were based on the supposition that
Accuracy of the Village accounts generally
for an individual Settlement, special
information being given as to the state of the
Village accounts in the Northern Circars
and 2nd, the importance of placing the
Revenue administration of a District on a
sound footing as necessary preliminary
to Survey operations.

19 The suggestion to fix the
limits of Talooks as unchanging sub-
divisions of the Village area may be pro-

received at the Council

Chamber

Govt. Observatory

Fort St. George

February 1857

Lieutenant

Lt. Col. Commissioner for the Northern Circars

To

J.P. Forbes Esq.

Acting Secretary to Govt.

Revenue Department

Fort St. George

Revenue 1857 Dept.

Coss 24 February

10 201

No. 161

From J. Goldingham Esq.

Lt. Col. Commissioner for the Northern Circars.

Dated 22 February 1857

Rec'd 10

Asks permission to make a few brief remarks with reference to his proposition to substitute an individual settlement in the Dists. of Rajahmundry & Masulipatam for the present joint Rents.

Ans

Ordered

No. 201

Recorded

Fort St. George 24 Feby/57