

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 657	Press Mis.
75-76	
Dated 7 - 5 -	19870

Not to be folded or roughly handled

*Proceedings of the Madras Government, Revenue Department,
7th May 1870.*

No. 75. Read the following Proceedings of the Board of Revenue, dated 29th November 1869, No. 8,772 :—

Read the following letters :—

From the Acting Collector of South Canara, to the Acting Secretary to the Board of Revenue, dated Mangalore, 9th July 1869, No. 827.

IN reply to the Board's Proceedings, dated 12th May 1869, No. 3,246, calling on me to "submit * * proposals for increasing the strength of the temporary Survey Establishment, so that there may be a prospect of completing the work on "which it is now engaged within a reasonable time," I have the honour to state that I have the greatest hesitation in making any other proposal than that the work should be properly taken up by a regular Survey, Settlement, and Demarcation Party.

2. The Board are aware that I have no means of supervising the work of the present establishment. It is, in short, subject to no control, and to very great temptation. To enlarge it is to increase the dangers of corruption and fraud.

3. Per contra, it may be said that the present Surveyor, Annappa, has certainly worked admirably, labouring diligently, and holding himself above both pressure and corrupt persuasion. If this individual's health and life continue, and his character is found strong enough to control others as well as himself, then it may be well to strengthen his office as follows, his own work being, in future, confined to checking that of his subordinates. But such a personal contingency is unsatisfactory :—

		Per Mensm.	Per Annum.
		RS.	RS.
1 Head Surveyor	...	100	1,200
2 Surveyors, at Rupees 40	...	80	960
10 Assistant do., at Rupees 20	...	200	2,400
1 Draughtsman...	...	25	300
6 Do. and Computers, at Rupees 20	...	120	1,440
1 Head Peon	...	7	84
28 Peons, at Rupees 6	...	168	2,016
Total Cost		700	8,400
Cost of present Establishment...		...	1,752
Difference		...	6,648

The two Surveyors are intended each to control one party of five Assistant Surveyors. Two Peons are allotted to each Surveyor and Assistant Surveyor to take actual measurements, two are allotted to the office, two and one Head Peon to the Head Surveyor. This will allow of his detailing one of his three to any of his subordinates in case of emergency.

In fixing the pay, the temporary nature of the establishment, and the amount of travelling required of it, have been taken into consideration. No batta is proposed.

4. The Head Surveyor's pay would require to be thus raised to equalize his increased responsibilities and temptations. He has shown himself deserving of it.

5. Judging from the amount of work hitherto performed by the present establishment, the proposed increase of strength will, I believe, enable it to complete the work in which it is now engaged within a period of about four years.

6. But again it should be remembered that the work of a simple Survey Establishment is of a very incomplete and ephemeral nature. It surveys suspected estates, ascertains the amount of concealed cultivation included therein, lays it plotted on paper before the Tahsildar to be brought to account, and passes on to another estate without leaving behind any marks to show upon the ground the land that has been brought to assessment; there is consequently nothing whatever to prevent the farmer from continuing his system of annual encroachment, and, by the time the Surveyors have completed the district, it will be desirable that they should go over it again, and bring to account the encroachments that have grown behind them. Unless the Board are satisfied with present encroachments being brought to account up to date, and the future being left to itself, it will be desirable that demarcation should accompany survey.

7. If the fact is recognized that there must come a day when it will be necessary to demark, survey, and settle, the district, it will seem desirable to do it thoroughly at once, rather than to incur a double expenditure by carrying on an ephemeral survey, which will have to be re-done hereafter.

8. Furthermore, it would seem to be a questionable policy simply to survey and, without further inquiry, assess all concealed cultivation. It is equivalent, in practice, to enhancing the assessments on the estates surveyed, and there may be instances in which such an enhancement would be a death-blow to prosperity. In one part of the district we may be safe in thus practically raising the assessment, but in another part we should be ruining the cultivator; and I cannot but deprecate wholesale assessment without inquiry.

9. Were our old assessments and measurements perfect, this danger need not be feared; but the principles on which the land-tax of this district is assessed are extremely old fashioned. Soils of the same inherent fertility are taxed very

* This is a temporary cultivation with fallows, which is taxed just half the regular dry grain cultivation.

† 1. Board's Proceedings, dated 16th November 1843, No. 602, paragraphs 69 and 70.

2. Mr. T. L. Blanc's report, dated 20th September 1848, paragraphs 68 to 86.

3. Mr. F. N. Maltby's Jummahbundy report for Fusly 1259, dated 7th October 1850, No. 74, paragraphs 41, 42, 45, 46, and 47.

4. Mr. W. Fisher's letter to Board, dated 27th July 1858, No. 78, paragraphs 11 and 12.

5. Mr. G. Lee-Morris's letter to Board of Revenue, dated 2nd December 1863, No. 223, embodied in Board's Proceedings, dated 8th January 1864, No. 85.

6. Mr. G. Lee-Morris's letter, dated 12th January 1865, No. 3.

7. Mr. W. M. Callett's letter, dated 6th October 1865, No. 160, paragraph 7, embodied in Board's Proceedings, dated 6th November 1865, No. 7,121.

differently according as they bear rice, cocoanuts, areca, dry grain, or hakkal,* still present arrangements cannot well be touched without full inquiry. Consequently, it would seem that settlement, as well as demarcation, should accompany survey.

10. But the great need in which the district stands of a regular survey and settlement has been so often pressed† upon the Board that I should have felt unable to return to the subject had I not been driven to it by the dilemma in which I am placed—the dilemma of having on one side the present establishment, which is so small that it is, in the very Proceedings under reply, admittedly trifling with the dis-

trict, and the undesirableness, on the other hand, of proposing anything else than the employment of regular Survey, Settlement, and Demarcation Parties under adequate supervision. Possibly the lapse of time since the Board's Order of

8th January 1864, No. 85, may have so altered circumstances as to allow of the Board's re-considering the question. I therefore quote the correspondence which has passed to facilitate a reference to it, if desired.

11. The manner in which the expense of the survey has been met by the bringing to account of the concealed cultivation thereby detected, has been shown in the marginally quoted letters. But that survey had reference only to wurgs specially selected on account of their being suspected to contain more than their legitimate acreage, and was conducted only in the southern part of the district. Consequently it gives no data fairly applicable either to the northern portion, where the assessment may require lowering, or to a general survey of the whole district. Considering, however, the large quantity of concealed cultivation brought to light by our present survey, it is not improbable that the expense, even of a general survey, will, in some measure, be met by a moderate increase of revenue, and I am supported in this view by the results which I understand to have attended the survey in North Canara.

12. While, therefore, still of opinion myself that a regular Survey and Settlement Party is what is required, I have, in paragraph 3, submitted the proposals which the Board seem to call for.

13. If the proposed establishment is sanctioned, the necessary instruments and stationery will be separately applied for.

From the Acting Revenue Commissioner, Southern Division, to the Acting Secretary to the Board of Revenue, dated Poona, 12th October 1869, No. 3,849.

I HAVE the honour, with reference to your letter, No. 6,706, dated 7th ultimo, to forward copy of a reply, No. 1,079, dated 9th instant, from the Acting Survey and Settlement Commissioner, Southern Division, to an application made to him on the subject.

From the Acting Survey and Settlement Commissioner, S.M.C., to the Revenue Commissioner, Southern Division, dated Poona, 9th October 1869, No. 1,079.

I HAVE the honour of acknowledging the receipt of your Endorsement, No. 3,755, of the 7th current, on a letter from the Madras Revenue Board, asking for the correspondence relating to the settlement and financial result of the same in North Canara.

2. As so little progress has yet been made in the settlement of that Collectorate, no "Selections" regarding it have been published, but the effect of the revised assessment in the talooks in which the settlement has been made is given in the "Administration Report" of the Bombay Presidency as under:—

Year 1866-67—Page 323, paragraphs 2 and 3.
" 1867-68—Page 250, paragraphs 13 and 14.

(True Copy.)

(Signed) C. J. KYTE,
Asst. Revenue Commissioner, S.D.

Proceedings of the Madras Government, Revenue Department,
7th May 1870.

A SMALL Survey Party has for some years, been engaged in surveying certain estates in the Cassergode Talook of the Canara District, whose rice-cultivation had been believed to be considerably beyond the area shown in the ancient *wurg* or account of the estate. The result has been the discovery of considerable areas of unassessed cultivation (*Hossagami*), and the new assessment of the land has made the work of survey, etc., remunerative.

2. The Collector was called upon* to submit proposals for so strengthening the establishment that the work on hand might be completed within a reasonable time. He submits an estimate for an establishment costing Rupees 8,400, at an increase of Rupees 6,648 over the present outlay. He thinks that, with this

* Board's Proceedings, 12th May 1869,
No. 3,246.

Proposed Establishment.	Rs.
Present sanctioned do.	8,400
	1,752
Increase ..	6,648

increase, the completion of the work on which the present Surveyors are engaged might be counted on within four years.

3. The Collector does not, however, advocate an extension of the present system, and proposes that the work "be properly taken up by the regular Survey, Settlement, and Demarcation Party." He states that the working party is now practically without control under circumstances of exceptional temptation; that the work done by them is incomplete and ephemeral in its character, as there is no permanent demarcation, and these detached surveys could not be made use of when the regular survey is undertaken; and, lastly, Mr. Thomas doubts whether, having reference to the very ill-adjusted condition of the revenue demand in Canara, the system of bringing apparent extensions of cultivation to account without further inquiry, or any general adjustment of the demand (in other words a *Tarramwar* settlement) is fair and safe, or could be carried on throughout the district.

4. Mr. Thomas draws attention to the opinions of the many Collectors who have urged the necessity of surveying and settling *de novo* the whole province. Colonel Munro felt this need, and commenced a Survey settlement (never completed) in 1800. A majority of the most authoritative judges on the subject have since advocated the measure, and Mr. Thomas adds his own concurrent conviction of its necessity, and expresses his hope that the Board may be induced to re-consider their determination to postpone the survey of the prosperous district of Canara to that "of districts where excessive taxation on land is repressing progress."

5. The Board are fully alive to the importance and convenience of introducing the survey into Canara, and will give the matter their careful consideration. In the meantime they request the Collector to obtain for them all the information he can about the survey of North Canara and its financial results. The Board gather from his letter that the Bombay Government have undertaken the survey of that part of the province since the transfer.

6. Under the explanation given by the Collector an extension of the present system and increased expenditure would clearly be inexpedient. The Board

Proceedings of the Madras Government, Revenue Department,
7th May 1870.

entertain great doubts whether the proposed establishment could make any important impression on the work really before the Government in that province within four years, as anticipated by the Collector; and survey on a useful scale for revenue purposes must be conducted under the strict supervision of experienced and professional officers, which avowedly cannot be the case under the present plan.

7. But the question arises, shall the present small establishment be kept up and the system of surveying detached and suspected estates be continued at all? On the one hand, it appears that the operation pays; for the increase of revenue each year from unassessed cultivation is likely to cover the cost of its detection, and the work is not really ephemeral as stated by the Collector, for an accurate, though not highly, finished plan of each estate surveyed is obtained, on which extensions can be shown, and a plan is filed with the accounts, so that any further extensions can at any time be verified.

8. On the other hand, however, these operations are vexatious and very unpopular. The area of wet cultivation shown in the ancient *wurgs* or accounts with land holders, which were prepared long before British occupation, has been generally accepted for the present as the basis of the consolidated demand on the respective estates, although there is no doubt that in a very large number of estates in the more prosperous parts of the district, and more particularly in the Cassergode Talook, the actual cultivation is and always has been in excess of what is shown in the old *wurgwar* account, in consequence of extension made long ago or ancient misrepresentations whereby a smaller area was shown in the accounts than was actually under cultivation. Casual and uncertain revision of the demand on partial surveys are therefore most unpopular. The Board, are aware that, for many years, it has been customary in Canara for the Revenue Establishment to remeasure estates which are denounced by informers, or the Mugany Shambhognes as having excess of cultivation which might be assessed as *Hossagami*; but much irregularity has arisen out of the practice. The small Survey Party now permanently employed on this kind of work are practically with very little supervision.

9. The Board further attach much weight to the observation of the Collector on the inequality of the present system of assessing any excess of cultivation discovered on re-measurement of a *wurg*. The utmost inequality exists in respect to the land-tax in Canara, which, as a rule, is not regulated according to the quality of the soil. The new tax on the so-called concealed cultivation found in estates of poor soil, but heavily assessed, if brought to account at the average of the estate, runs a risk of being excessive; while, on the other hand, the tax assessed in the same manner on any excess of cultivation in a fine estate with a low rate of assessment, falls considerably below what the Settlement Department would sanction.

10. On the whole, the Board resolve to advise Government to discontinue these operations at the close of the current official year, but at the same time to urge on Government the expediency of taking up the long-deferred systematic survey and settlement of the entire district.

*Proceedings of the Madras Government, Revenue Department,
7th May 1870.*

No. 76.

ORDER THEREON, 7th May 1870, No. 657.

Miscellaneous.

THE Government concur with the Board. It is obviously of the highest importance that South Canara should

receive the benefits of a Revenue Settlement, but the work which is now going on, however faithfully performed, does not fulfil the objects of demarcation and survey, and, as pointed out by the Board, unnecessarily irritates the land holders. The present survey operations should therefore be brought to a close.

2. The Superintendent of Revenue Survey will consider and report, in communication with the Board, when it will be convenient to extend the operations of his department to South Canara.

(True Extract.)

(Signed) R. A. DALYELL,

Acting Secretary to Government.

To the Board of Revenue.

.. the Superintendent of Revenue Survey.

.. R. A. DALYELL

PROCEEDINGS of the MADRAS GOVERNMENT.

Under date the

January 1870.

Read the following.

Proceedings of the Board of Revenue.

Recom. discontinuance of Survey operations carried on in certain estates in Caperode Taluk South Canara Dist., with a view to detecting unassessed cultivation at close of 1869/70 &c.

(H.C. 29th Nov. 1869 No. 8772)

The Government

admit the soundness of Mr. Thomas' arguments and of the conclusion at which the Board have arrived. If the operations of the Survey and Settlement Department

I think that under any circumstances the present mode of proceeding in N. Canara will serve to determine whether the Survey & Settlement operations are advantageous or not. I am in favour of the latter.

Govt. of 1870: Madras.

REVENUE.

THE BOARD OF REVENUE.

Secy. Secy. Secy.

Dated May 7th.

Recd.

G. O. 7th May 1870. No 657.

EXY.

Nos. 75-76.

Survey operations in South Canara. The continuance of those carried in Caperode Taluk ordered to be brought to a close, and Superintendent of Revenue Survey to report, in communication with the Board of Revenue, when it will be favourable to undertake the systematic survey and settlement of the district.

Departments could be con-
 tended without any great
 delay to South Canada,
 there would obviously be
 no occasion for keeping up
 the small establishment
 at present employed in
 that District. But before
 dispensing with the services
 of an agency which, e-
 however transitory may
 be its results in compa-
 -rison with those produced
 by the regular Department,
 has, at all events, more
 than paid the cost of
 its maintenance through
 the discovery of concealed
 cultivation

I would discontinue
 the present establishment
 for fortifying of South
 and for fortifying and
 determining in some
 to Board and the
 Director of Revenue
 without there the
 injurious thing & within
 of an appointment in
 South Canada, which
 is better.

A. N.

I would discontinue
 the small party;
 their work will have
 to be done over again

J. H. Bell

cultivation, the Govt. request
 that the Board will inform
 them whether they propose to
 modify the budget esti-
 -mate of the Survey Depart-
 -ment for 1870/71 so as to
 allow of the survey of
 South Canada during that
 year, without any additional
 expense, for the Govt. are not
 prepared to recommend to the
 Govt. of India the outlay of
 a larger sum than Rs. 7,00,000.

the

Recd Septth

No 657

Proceedings of the Madras Govt
under date the 7th May 1870.

Recd the follow-
ing Co: of the Board of Agric

Recommending
discontinuance of survey
operations carried on in
certain estates in South
Canara Dist, with a view to
detecting unassessed cul-
tivation at the close of
1869-70 &c &c.

(D.L. 29th Nov 1869
No 8772/-

The Govt concurs
with the Board. It is ob-
-viously of the highest im-
-portance that South Ca-
-nara should receive the
benefits of a complete
settlement, but the work
which is now going on, how-
-ever faithfully perfor-
-med, does not fulfil the
objects of demarcation &
survey - and as pointed
out by the Board, unne-
-cessarily irritates the
land

land-holders. - The fore-
- sent survey operations
should therefore close
with the current official
year -

2. The Sup^t of Public
Survey is requested to re-
- port through the Board
when he proposes to ^{consequently} to suspend
the operations of his de-
- partment to South America -

At

(X)

14. To the Secy of the Interior Dec 11 May
19. The Sup^t of Public Survey
7. The Off^r of the Secy of the Interior Dec 11 Jan 20

Capitol Hill