

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No.	958	Press Mis.
238-339.		
Dated	28.6.1870	19

Not to be folded or roughly handled

No. 338. Read the following Proceedings of the Board of Revenue, dated 2nd November 1869, No. 8,131 :—

Read again Board's letter to Government, dated 14th February 1863, No. 951.

Do. Board's Proceedings, dated 15th February 1868, No. 1,116.

UNDER date 23rd July 1867, No. 1,439-44, Colonel Priestley submitted certain observations on the subject of Demarcation and Survey having special reference to its cost. The primary requisites of good Demarcation are, he observes, 1st, durability; 2nd, serviceableness for professional survey and Revenue settlement purposes; 3rd, that its cost should not be incommensurate with its value.

2. On the first point Colonel Priestley considered that the work of Demarcation is now "thoroughly and conscientiously performed and fairly entitled to be considered permanent" and secure against removal or fraudulent practices. This has not been the result in Salem, Trichinopoly, and Godavery, which were demarcated before the present system was inaugurated. On the second point he certifies that it is serviceable for purposes of professional survey, and invites inspection and opinion of Revenue-officers as to its usefulness for revenue purposes. On the third point Colonel Priestley states that the cost to the ryot of stones in Madras had been 13 Annas per acre on cultivated land and 7 Annas per acre of the whole ayacut, but in other districts it has been much less; and he points out that the expense "hinges a good deal on the permanence or the reverse of the 'fields now marked out.'" Colonel Priestley draws attention to the legislative restrictions on the sub-division of survey blocks adopted in Bombay, and observes that the Madras Government appear unwilling to impose similar restrictions. He adds that while in the Madras District no special interest is shown in the matter, in Coimbatore and Ganjam a strong feeling exists "on the part of the ryots in favour of separate Demarcation and Survey of each holding:" he concludes: "Should the Board consider that the rate now paid is in excess of what is desirable, 'it will be my duty to devise measures for its reduction with as little detriment to the efficiency of Demarcation as may be.'"

3. The Board resolved to consult the Collectors of those districts in which Demarcation operations had been carried on. They were directed to report, after personal examination and verification of the Registers and Maps, (1), on the existing state of the Demarcation in their respective districts; (2), the system on which it should be carried out in future; (3), whether the revision of assessment had been carried out with success; and, (4), to consider the proportion of the charge which should be borne by the ryot. The gist of these several reports is shown in the following precis:—

4. GANJAM.—Mr. Carmichael reports favourably of the Demarcation in Ganjam, and recommends "the system

2nd June 1868, No. 491.

N.B.—The Demarcation in this district was done by the Survey Department.

"of demarcating each existing holding 'although it involves increased expenditure:'" he deprecates any restriction on sub-division or size of fields as a

was furnished
also 226 of 2/6/69 ——— also in the Trichinopoly
also 1167 of 2/1/69 ——— also Route and

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denial of right of succession. He does not consider that ryots should pay more than the cost of the stones required for demarcating his holding, and that the State should bear the cost of demarcating unoccupied waste, the cost being repaid when the land is taken up.

5. The Principal Assistant considers the system pursued has been successful and "better than any other that can be devised;" that field marks are "durable and well adapted to our requirements;" and that the existing rules provide for a fair apportionment of the cost. In Ganjam, however, the whole cost, which in the first instance is provided by the department, is afterwards apportioned amongst the ryots and levied in the proportion of their respective shist.

6. **GODAVERY.**—The Collector of the Godavery reports that the masonry village-boundary pillars are standing, but the earthen khandam and field-marks have almost all disappeared. The Maps, he says, are good, and the settlement has

offers no opinion on the degree of detail to which the Demarcation should descend. He considers that half the cost of Demarcation of all kinds "might fairly be borne by the ryots."

7. The Acting Collector of Kistna reports that in the Bunder Division, except in Bezvada and Nandigama Talooks 18th December 1868, No. 389. where stone is abundant the earthen

N.B.—The Demarcation in this district was done by the Settlement Department.

appeared. On the Guntoor side the Demarcation has been more durable, and the trifling cost has nowhere been the subject of complaint by the ryots. In Repally and Bapatla Talooks, where stone is not easily procurable, the material was, at the request of the ryots, provided by the officers of Government, and the cost recovered from them. On the degree of detail required under present conditions in Demarcation, he observes: "So long as field assessments are the basis of the Land Revenue system in Madras, fields must be recognized, and to be recognized must be numbered and demarcated;" so that "the principle of the field (as the unit of the existing Revenue system) must be adopted in dealing with Demarcation;" otherwise he considers that relinquishments or new occupation of arable lands and encroachments on waste would necessitate constant re-measurement by the village officers. The cost of Demarcation to the ryots is now well apportioned, and is not oppressive. Mr. Wilson makes no proposals as to the future method of charging the ryots any part of the cost of Demarcation and Survey.

8. The Collector of Nellore reports on four talooks. He considers that the Demarcation " has been made in a very careful and satisfactory manner : hold-

N.B.—The Demarcation of the district was partly done by the Settlement Department but revised and continued by Survey Department.

"regret that it has not been made at once in a more durable manner." On this last point, he gives a very unsatisfactory account of the material used: it is a

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matter which will require careful watching in future. The new survey areas have been successfully introduced, and all relinquishments and transfers are made according to survey numbers. He reports that the ryots holding under the Visabudy system have, in many cases, too late become alive to the value of demarcating their individual holdings, and now come forward and avail themselves of the opportunity to do so.

9. The cost to the ryot has apparently been moderate. The cost of superintendence and establishment is borne by Government; the ryots paying for the material, carriage, and placing the boundary marks—Mr. Rundall's report, dated 9th June 1863. The Collector does not propose to lay any further charge on the ryots.

10. The Collector of Kurnool reports on the whole unfavourably on the existing condition of the Demarcation in his district. The following are the

N.B.—The Demarcation of this district was done by the Settlement Department.

and indifferently set up; and the khandams have in parts been formed in an arbitrary and inconvenient manner. The Collector considers "that every existing holding should be demarcated" as now done by the Survey Department; and he approves of the system proposed by Major Hesse^y for providing for future corrections of Maps and Registers. The Collector proposes to debit 25 per cent. of the whole expense of Demarcation and Survey to the ryots, in consideration of the advantages accruing to them from having their lands properly demarcated and surveyed: the charge to be advanced in the first instance and recovered with the Revenue collections. The revision of assessment has been successfully carried out.

11. The Collector of Trichinopoly condemns in severe terms the manner in which the Demarcation of fields has been carried out. No field works were found

N.B.—The demarcation of the district was done by the Settlement Department.

"I may say I have never seen a field-mark in any field in the district. Few were ever put up, and those of the most unsubstantial nature." Village boundary marks are in fair order. He states that "in consequence of there being no field marks, and four or five holdings being clubbed together in each number, it is quite impossible from the Map to identify each separate holding; and the system leads to endless confusion." He considers that "each holding should be *separately measured and plotted* and recognized as a distinct property." The work he deems incomplete till this is done, and states that the "Maps and Registers are useless in showing the extent of each individual holding in a plot '(number)'. To determine this is left, as in unsurveyed districts, to the tender mercies of Curnums." He considers that the proportion of the expense of Survey and Demarcation to be borne by the ryots should not exceed 8 Annas per acre of wet and 4 Annas per acre of dry cultivation, and that a fee of 4 Annas should be paid on each transfer or sub-division of a survey field or number.

also 226₁₉ of 2/6/69 was furnished in the Locksley
also 1167₂₁ of 2/10/69 do South Act

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12. The Collector of Coimbatore and his subordinate officers report very favourably of the system of Demarcation now pursued in that district: "The

N.B.—The Demarcation of this district was in part done by the Settlement Department, but since in part revised and continued by the Survey Department.

"Demarcation is field-war, the dry fields "being of large extent. The people "express satisfaction with Major Hesse's "Demarcation." The Collector con-

siders "a field survey preferable to any other: it is convenient for reference, and its success apparent. Sub-divisions of fields ought, he thinks, to be demarcated "at the sole cost of the ryots."

13. The stones, it appears, are correctly placed, well fixed, and conspicuous, and the result useful for revenue purposes and popular with the ryots; "for they "can appreciate the advantage of Demarcation of their several properties, and it "is stated that but little additional cost is thereby caused." He states that no part of the expense of the Survey is borne by the ryots, who merely "pay for the "Demarcation of their properties, the cost of carriage, and fixing of field-stones;" and Mr. Wedderburn considers that it would be impolitic to charge the ryot a portion of the expenses of the Survey Establishment.

14. Mr. Webster, the Sub-Collector, approves of the present system which he terms a "field-and-holding Demarcation system." It is "popular with the "ryots, and answers our purposes well." The cost has not pressed heavily on the land-holders "who have only to pay for the Demarcation of land in which they were "interested, either as private individuals or as members of the village community;" and he has received no complaints. As to the system to be pursued in future the Sub-Collector thinks that all requirements considered, the present system cannot be improved, and does not think that a more detailed survey, so as to show separately the fields of each occupant under a joint puttah or holding or other title, necessary or fairly chargeable on the State. In the Head Assistant's divi-

sion the field-marks are in a less satisfactory condition.* He approves, for revenue purposes, of the Demarcation and Survey of each separate holding.

* N.B.—These talooks were demarcated by the Settlement Department before the present system was inaugurated.

15. The Sub-Collector of Salem (in charge) reports that Mr. Pochin found the state of Demarcation very unsatisfactory, and is "of opinion that the

N.B.—The Demarcation of this district was done by the Settlement Department.

"wisest course would have been to "demarcate according to holdings, as in

"that case the cordial co-operation of the ryots would have been ensured." He states that it is alleged that the cost to the ryot was from 1½ Annas to 6 Pies in the Rupee of assessment, but doubts the truth of the statement; and he recommends that should the Demarcation be restored by re-demarcating the whole, the cost should be charged to a Fund to be raised at one Anna per Rupee of the whole assessment.

16. The district officers have likewise formed a highly unfavourable opinion of the way in which the Demarcation operations have been carried on, the Acting Head Assistant taking a somewhat more favourable view than the others. The

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Sub-Collector condemns it as "throughout bad and not calculated to be permanent" in his division, and "not in some cases by any means calculated to assist "the Revenue-officers, as portions of two and even three *Adangul* fields have been "clubbed together as one Demarcation number." Mr. Price remarks that the Survey Maps are correct, and states, "I am decidedly of opinion that Demarcation "of large fields is of no use, and affords little or no check to concealed cultivation. I think that Government would not lose by measuring and demarcating "every holding now in existence, and that all land not in actual occupancy of "ryots; that is, *Poramboke* and *Podgal*, should be divided into plots of five acres and "under, persons applying for such not being permitted to take up less than an "entire number." He would divide (unoccupied) nunjah land similarly into two-acre blocks, and considers that the sub-division of survey block cannot be prevented. He is unable to offer an opinion on the proportion of charge of Demarcation and Survey which should be borne by the ryot.

17. The Deputy-Collector considers that "each individual property ought "to be separately demarcated and surveyed, otherwise the survey plans are simply "useless." Interstitial fields should likewise be surveyed and the system of "sketching-in" abandoned as faulty, observing that if so executed "we shall find that the ryots will take an interest in keeping up their field-marks", and "will gladly bear all expenses of Demarcation." He considers that the ryots should bear the whole cost of demarcating their holdings.

19. On the whole the Board resolve to record their approval of the system of Survey and preliminary Demarcation as now carried on by the department under Colonel Priestley, and to reiterate the opinion stated in their letter to Government, dated 14th February 1863, No. 951. The testimony of Collectors appears as favourable to the present system of Demarcation as it is condemnatory of what preceded it.

19. With regard to the cost of the more detailed Demarcation and Survey necessitated by the existence of small holdings and field assessments, it is desirable to ascertain as nearly as possible the cost of Demarcation and Survey; that is, all expenses of establishment, supervision, etc., etc., of that part of these operations for which the ryots now find the material and labour, in order that if on further consideration it be deemed requisite to charge a fair proportion of the entire charge to the ryots, it may be done at a fairly ascertained acreable rate.

20. The Board therefore request Colonel Priestley to advise them on this point, and submit such calculations on the data which the work already done probably affords, as will enable them to form a sound judgment on this important point.

No. 339.

ORDER THEREON, 28th June 1870, No. 958.

Land Revenue.

THE Board of Revenue are requested to submit as soon as possible the report called for from Colonel Priestley.

They will be good enough also to supply the Government with a review of the entire work of the Survey Department *ab initio*, comparing the actual outlay with

cultivation the following was furnished

do. 226 of 2/4/69 do. in the Trichinopoly do. 1167 of 2/4/69 do. South Arcot

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the estimates, etc., and reporting the extent to which "eye-sketching" has been resorted to in the several surveys already completed. The number of the original revenue-fields in each talook, surveyed with the number of survey-fields into which these have been clubbed, should also be reported.

(True Extract.)

(Signed) R. S. ELLIS,
Chief Secretary.

To the Board of Revenue.
 „ the Superintendent of Revenue Survey.
 „ the Director of Revenue Settlement.

Exd. F. R. Bantleman.

Cultivation. No journey in
was furnished
do in the Lachinopol
do South Ark.

Regarding permanent Settled

G.O. No 2572

The Board of Revenue was desired to obtain of 21st October/65 and submit with their own remarks the opinion of the Supt. Of Survey on the proposed constitution of the Survey Establishment for each District

Letter from the Supt. Of Survey No 96 of 19th Jan/66

Represented that the establishment proposed by Mr Pelly is not at all adapted to the wants of Districts and submitted scales of establishments for the execution of isolated surveys and detached demarcations & survey of unoccupied and waste lands at the time of the original survey

G.O. No 1218 of the 22nd May 1866

Information called for on what data the scale for permanent District Survey Estab has been framed and what amount of work is likely to be completed annually

G.O. No 1300 of the 10th May 1869

Reply to G.O. No 1218 of the 22nd May 1866 was called for

Supt's letter No 920 of the 11th May 1869

The Director of the Sett. was applied for for information on the subject

Director's letter No 688 of 27th May 1869

Statement showing the area of new demarcation executed to meet the demand caused by extension of cultivation in the following Districts & Settlement Districts was furnished

do No 826 of 21/6/69

do in the Tanjore District

do No 1167 of 21/10/69

do South Arcot do

7-10-13 ✓

Under Secy to Govt
No 2488-
G.O. No 5273

Govt. of 1870: Madras.

REVENUE.

THE BOARD OF REVENUE.

Secy. Secy. Secy.

Dated June, 28th.

Recd.

Post.

G. O. 28th June 1870, No. 958.

JUNE.

Nos. 338-339.

Survey and Demarcation in Madras Presidency.—Board of Revenue to submit the Report called for by Colonel Priesley, and to supply Government with a review of the entire work of the Survey Department ab initio.



Regarding permanent Estab^l
6.11

In letter N^o 220 of the 11th May 1869 the Sec^y
The Sett^l was requested with reference to Para 2 of
N^o 1218 of 22nd May 1866 to furnish the Sup^{ts} with
information regarding unsurveyed land taken up

for cultivation and a statement as per margin shown

	Government	Private	Indian
1866	647	5547	47
1867	23	41	.
1868	"	24	21
1869	"	7	11
Total	29	137	32

area of new demands
needed to meet the demands
caused by extension of cultivation
subsequent to the completion
of the survey was renewed.
He stated that ^{justified} information

will be afforded as it is received from the Revenue
Collectors to whom he applied. In two subsequent
letters, statements showing respectively of the extent
of unsurveyed portion brought cultivation in the
Tachinopoly and South West Districts were given.

Tachinopoly 34879 acres or 54.5 sq miles ^{ap} 29
South West 3729 do 5.8 do ⁶

*Memorandum on the System of Demarcation and Survey, dated 20th
February 1870.*

*I should like to hear Mr. Sim's views
on this subject.—A. J. A.*

*There is nothing in these Proceedings
calling for any special remark beyond a
request that the report, which the Board have
called for from Colonel Priestley, may be
submitted as soon as possible, and that the
Board will take the opportunity of reviewing
the entire work of the department ab initio,
comparing it with the estimates, and so on.
With this before us, we can deal safely and
satisfactorily with the chief question raised
in this Memorandum.—J. D. S.*

*How could anything else be expected?
Would they not have been less favourably
disposed, if their fields had been clubbed?—
J. D. S.*

*This will prove to be the case every-
where, and naturally so.—J. D. S.*

With their Proceedings the Board submit certain remarks, made by the Superintendent of Revenue Survey in July 1867, upon the present system of demarcation. Colonel Priestley's attention appears to have been particularly attracted to the matter by the heavy charges which were at that time being thrown upon the ryots of the Madras District on account of the demarcation; and he adverted to the question of the permanency or otherwise of the fields demarcated as forming an essential consideration in estimating the cost of the operation. Colonel Priestley at the same time submitted a memorandum from his Deputy, Major Hessey, advocating even a more detailed survey and demarcation than that at present undertaken, as being likely to make the process far more acceptable to the people. Colonel Priestley, however, remarks, with reference to the opinion of his Deputy, that in the Madras District the ryots of those parts of the country where each field was demarcated (owing to there being no interstitial fields) were not more favourably disposed to the department than those of other places; but that the Demarcation officers, both of Coimbatore and Ganjam, state that there is a strong feeling on the part of the ryots in favour of the separate demarcation and survey of each holding.

2. Colonel Priestley's letter has been forwarded by the Board to the Collectors of districts for remarks, and the observations of these officers are forwarded for the consideration of Government.

3. The majority of these officers are of opinion that the present system of demarcation, which is that prescribed in the G. Os., 12th December 1864 and 6th October 1865, Nos. 2,243 and 2,420, is the best that can be devised, though, owing to the work having been badly done in some localities, the marks are

Qd 26 Jan 70
Cp 338/10

Yes. But the Settlement Department worked under very different conditions, and much of the failure is due to the survey not having followed the demarcation quickly enough. I would draw these comparisons mildly.—J. D. S.

not now forthcoming. This unsatisfactory work was performed when the demarcation was under the Settlement Department, and all the demarcation done by the Survey appears to have been successful.

4. The Board also concur in this view, but have called upon Colonel Priestley to report more precisely upon the cost of the establishment, etc., for demarcation, in case it may be deemed advisable hereafter to require the ryot to pay any portion of it, instead of at present merely finding material and labour for placing the field-marks. Under a recent order, (G. O., 14th July 1868), so far as the Madras District is concerned, the ryot pays only the cost of the stones and not the cost of carriage; so he, in fact, does not pay the whole cost of material.

5. The system of survey and demarcation, as prescribed in the two orders above referred to, which is now observed, appears to be as follows:—The village boundaries are first surveyed; then it is laid out in blocks of 50 acres or thereabouts, according to the natural features of the country; these blocks being styled "khandams." The khandams again are divided into survey-fields, and these survey-fields are, in fact, the revenue-fields or "numbers," as held by the ryots and entered in the existing revenue accounts. There is, however, a rule which allows the surveyor to club existing revenue-fields together, so as to form survey-fields, provided that no field of a larger size than four acres in dry land and two acres in wet land is so clubbed. Thus, all existing fields of not less than four acres in dry and two acres in wet land are surveyed, measured, and plotted in the map; but when revenue-fields are less than this in size, they are sketched into the map by the eye as they exist at the time of survey. These Rules apply to the land in occupation at the time of survey,

Yes; and a considerable number of smaller size too; because often they cannot be clubbed without exceeding the maximum.—J. D. S.

I should like to see this order.—J. D. S.

There is some misapprehension here. A village cannot be surveyed, unless very small, in one block, consequently it is broken up into sub-divisions, blocks, taks or khandams as they are termed. There is this further advantage in having moderate-sized khandams, viz., that hereafter when the mutations of property which are inevitable as time rolls on, render the inner survey useless; a re-survey of these can be effected by less expensive agency.—J. D. S.

I think this is sufficient condemnation! A, B, and C are to pay for excess in the possession of D, E, and F!—J. D. S.

This was considered and discussed at the outset of the survey, and given up. It would involve great injustice and infraction of the rights of property. I would tell Colonel Priestley very plainly that he must

and all adjacent tracts, which are likely to be cultivated within two or three years, are also to be surveyed in blocks of 10 acres and 4 acres, dry and wet. A recent order also requires the survey to be extended to the whole country, and it is understood that the unoccupied portions of villages will be surveyed in large tracts according to the natural features of the country, and that the maps will show all topographical details; such as hills, streams, roads, taluq or Zemindari boundaries, etc.

6. As to the survey of the cultivated lands, if the minor sub-divisions of the khandams or tracts of 50 acres or thereabouts are not likely to be permanent, it seems hardly worthwhile to go to the heavy expense of surveying them, or to put the people to the expense of their demarcation. In a discussion with Mr. Puckle on this subject, he expressed an opinion that for revenue and settlement purposes the contents of these tracts could easily be worked out sufficiently accurately on the following plan:—Supposing a khandam surveyed to contain 80 acres, contained 50 revenue numbers or existing fields, the reputed area of which was, in the gross, only 60 acres; then in the new survey Register the old registered area of each field might be increased by one-third, so as to make up their gross area to the correct recorded area according to survey. If the khandams were sufficiently small, probably this plan would be an effective one, and would doubtless materially reduce the cost of survey.

7. If, on the other hand, either the present system, or even the more detailed system of surveying every recognized field, as now held, be carried out, it seems worthy of consideration whether the Bombay rule should not be introduced. Under it no sub-division of a survey number or field below a certain minimum fixed by the Survey Commis-

understand that his department exists for the people, not the people for it. We are doing quite enough of unpopular things without this. The Bombay plan is this: A, B, C hold a field of 9 acres in three equal portions; B fails, dies, or walks off, A and C must take up his 3 acres, or be ejected. Next C departs, A must take up his $4\frac{1}{2}$ acres, or be ejected!—J. D. S.

We had better wait till we get the Board's report and statistics.—J. D. S.

sioner for each district can be sub-divided. This is laid down in Bombay Act IV. of 1868, Section 17. This system would, of course, tend to render permanent the existing fields and holdings, and it might be considered worthwhile to have every one surveyed and plotted on the map.

8. The attention of the undersigned has been specially attracted to this matter by observing the enormous outlay which was being incurred on survey, amounting to about seven lakhs per annum. It is understood that up to date 35,879 square-miles have been surveyed at a cost of Rupees 39,92,688. This represents about twenty-three million acres, of which probably not more than seven and-a-half million acres are under cultivation. The total ryotwary cultivation of the seventeen districts, of which there are returns, was sixteen and-a-half million acres during the past official year. Of these districts, the Survey Department have partially surveyed ten, but the cultivation of the remaining seven is entered at nearly seven millions of acres, so that the estimate that the department have already surveyed, seven and-a-half millions of the remaining nine and-a-half millions of acres of cultivation is not probably below the mark. Supposing this estimate of the progress of the department to be correct, there would be nine and-a-half million acres of cultivation still to be surveyed in addition to the cultivation of Malabar and Canara, so that the whole cost of survey at present rates will certainly reach a million sterling before the work is completed,—an amount more than double that estimated when the survey was first undertaken.

9. It seems to the undersigned that, if this enormous outlay is to be incurred in addition to the heavy cost of the demarcation which is borne by the landholders, it would be advisable to go still further and make the survey really com-

plete and accurate, depicting every existing field or revenue-number, no matter what its size might be. On the other hand, if a tract survey would be sufficient for revenue purposes, it would certainly be very much less expensive both for the Government and the people, and it might always be extended if the people were willing themselves to pay for a detailed survey. The question might be referred to the Board of Revenue; but on all former occasions when the matter has been under discussion they have expressed themselves most averse to any change which would tend to lessen the accuracy of the field acres, and they would probably express a similar opinion now. It might, however, be worthwhile to ascertain from the Survey Department what would be the relative cost of (1) a tract survey (2), a survey on present system with survey-fields of certain minimum size, and (3) an accurate survey giving every existing number a revenue-field. The Director of Revenue Settlement might, at the same time, be requested to send in a statement showing the number of survey-fields in Trichinopoly and others surveyed districts, with the number of actual fields bearing old numbers of which they were composed. The extent to which clubbing of fields and consequent eye-sketching on the maps has been resorted to must be of great importance in determining upon the merits of the existing system of survey.

(Signed) R. A. DALYELL,
Acting Secy. to Govt.

Exd. F. R. Bantleman,

The extent to which "eye-
sketching" has been resort-
ed to in the several surveys
already completed. The
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also be reported.

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13. Taluk of R. & D. 28
13. Taluk of R. & D. 28

By the Collector

Shirley & Dany
cutting as carried
on by the Rev. S.
and D.

120-27

12-12-64

529

25-2-15

107-108

6-10-65

271-72

15-7-67

229-82

114-7-68

Chas. H. H. H.

Dee
Dee