M.R.O. 1—20,002—12-8-65.

(1) Number of Pages 212

(2) Date of repair 23.3.67

(3) Initials of the Referencer 198

MADRAS RECORD OFFICE

GOVERNMENT OF MADRAS

Revenue DEPARTMENT

G.O. No. 1390 Press
~~B.P. No.~~ Mis.

Dated 3.11-1874 ~~196~~.

Not to be folded or roughly handled

Read the following papers :—

No. 16. From G. THORNHILL, Esq., First Member of the Board of Revenue, to C. G. MASTER, Esq., Acting Secretary to Government, Revenue Department, dated Madras, 20th March 1874.

* * * * * *

5. KANCHAS OR GRAZING FARMS.—In respect to the kanchas or grazing farms of Nellore, although they have formed the subject of very voluminous correspondence as noted in the margin, a few lines explanatory of their later history may not be out of place.

G. O. 27th March 1858, No. 400, in Con., 30th March 1858, R. D.
Proceedings of the Board of Revenue, 18th June 1859, No. 2,343.
Proceedings of Government, 2nd May 1860, No. 701, R. D.
Board's Proceedings, 21st January 1862, No. 488.
Do., 17th March 1864, No. 1,671.
Proceedings of Government, 29th August 1864, No. 1,561, R. D.
Proceedings of Government, 2nd September 1865, No. 2,071, R. D.
Board's Proceedings, 2nd September 1867, No. 5,688.
Memo. on the pullari-tax in Nellore submitted to Government with Board's Proceedings of 2nd September 1867, No. 5,68[illegible]
Proceedings of Government, 13th November 1867, No. 2,676, R. D.
Board's Proceedings, 18th July 1868, No. 5,236.
Procs. of Government, 3rd July 1869, No. 1,902, R. D.
" 13th Nov. 1869, No. 2,957, R. D.
" 25th Jan. 1870, " 136, "
" 14th May 1870, " 709, "
" 19th Oct. 1871, " 1,819, "
" 8th Jan. 1873, " 13, "
" 5th March 1873, " 258, "
" 4th April 1873, " 386, "
Board's Proceedings, 2nd Aug. 1873. " 1,480.
Procs. of Government, 13th Aug. 1873, No. 839, R. D.
" 3rd Dec. 1873, " 1,344, "
" 22nd Jan. 1874, " 98, "

6. From the beginning of the century, pullari or pasture-tax had been collected in Nellore in common with many other districts. Originally it was levied as a capitation-tax on all cattle, except those employed in tillage; it was subsequently commuted into a fixed sum on each village, and the details of the tax seem to have been modified from time to time; but, under one name or another, the cattle were taxed up to 1867.

7. At the same time, certain large grazing tracts in the western part of the district, entitled kanchas, had always been rented out for pasture, and, when the pullari-tax was abolished, these grazing farms still continued to be leased out as such.

8. Although the abolition of the pullari-tax in Nellore had been often proposed, it was not until 1867 that it was finally put an end to, and even then in lieu of pullari it was determined that, after allowing to the villagers as free pasture a tract of waste land equal to 30 per cent. of their cultivated area, the remaining waste lands should be rented out for grazing to the highest bidder, the kanchas or extensive grazing tracts, which were already rented, not being affected by the order.

G. O., 13th November 1867.

9. The system then adopted, with some further modifications recently made in connection with fuel-reserves, is still in force, and it is to that part of it which provides for the yearly sale by auction of the surplus lands in each village that Mr. Dykes has taken exception in his letter to the Secretary of State, and to which Mr. VansAgnew alludes in his letter to the Board.

13th June 1871
G. O., 19th October 1871.

10. The drift of Mr. Dykes's letter is to point out that in renting by auction the surplus grazing lands of the villages, instead of giving the villagers the prior right of occupancy on lease at a fixed rate per acre as proposed by him, the said villagers are placed at the mercy of any outsider who may have a grudge against them; that their herds are liable to be deprived of their natural grazing grounds; and that their very existence as cattle-breeders is at stake. Mr. Dykes further urged it as his belief that, had his views been fully understood, they would not have been set aside by the Board and Government,

15th October 1872
G. O., 4th April 1873.

11. In reviewing Mr. Dykes's letter, the Government pointed out that their decision had been arrived at after full consideration of all that Mr. Dykes had written on the subject; but in appreciation of Mr. Dykes's continued interest in his old district, directed the Board to call for a further report on the working of the system from the present Collector.

12. This report has been furnished, and Mr. VansAgnew states that, after extended inquiry he has come to the conclusion that the result of the auction-system has been rather to lower the rates paid for grazing grounds than to enhance them; that it has not had the effect of depriving the villagers of their occupancy, as, with but few exceptions, the tenancy remains with the same people; and that it has had no appreciable effect, one way or other, on cattle-breeding. But Mr. VansAgnew agrees with Mr. Dykes in his view that the auction-system is hateful in the extreme to the villagers, and that the undefined demand to which it gives rise against the poorer ryots is productive of many evils, and recommends that the grazing lands be classified and assigned to the villagers in proportion to the amount of their respective puttas; he makes this recommendation in the belief that even if the grazing rents were entirely abolished,—a course which he would prefer,— the poorer ryots would still be made to pay for the benefit of their more powerful neighbors and for corrupt officials.

15th October 1872.
G. O., 4th April 1873

13. In consequence of this report the Government directed a Member of the Board of Revenue to investigate the matter on the spot, and the result of the investigation is given below.

14. There is no doubt that the system of leasing all surplus grazing lands by auction is thoroughly unpopular, and that, as a general rule, it has failed to throw open the pastures of the western taluqs to the free use of the cattle-owners on the coast; at least in the way contemplated by the originators of the scheme.

15. The cattle of the eastern taluqs no doubt resort in large numbers to the western pastures; but, as a rule, their owners enter into private arrangements with the inhabitants of the western villages who themselves rent the pastures from Government.

16. The prices realised at auction are certainly, as shown by Mr. Dykes and Mr. VansAgnew, on an average less than they are worth, and less than the villagers would willingly pay for them by private arrangement with the Government.

See Statement.

17. That this view is not a mere speculation is proved by the fact that when, last year, Mr. VansAgnew offered the grazing* of the fuel-reserves to the villagers, they willingly and unanimously agreed to pay two Annas per acre for the simple right of grazing cattle in those tracts, agreeing to exclude all goats and to prevent wood-cutting. This was done not in a few favorably situated villages, but in villages scattered all over the districts, some of them far in the west in the midst of most extensive jungles and pasture land. The rent was agreed to cheerfully to avoid the annoyance of competition and to rid themselves of the presence of the wood-watchers who had been appointed to watch the fuel-reserves and to exclude all cattle from them.

* NOTE.—To be more particularly noticed under the head of fuel-reserves.

18. As regards pasture lands the district may be divided into two portions, viz., the eastern or sea-coast taluqs, and the inland or western taluqs: the former are more thickly populated, and have a much larger proportion of their area cultivated than the latter. There is much wet cultivation, especially in Nellore and Gudur, and during the chief cultivating season, viz., from September to February, there is but little space for cattle-grazing.

In the latter, the area is very largely occupied by jungle and grazing ground, and the pasture is no doubt far in excess of the wants of the local population.

19. From time immemorial, a portion of these lands have been classed as kanchas or pasture farms, and have been habitually leased out by the State sometimes to strangers and sometimes to the villagers themselves for certain fixed money-rents. This practice prevailed even when the pullari or cattle-tax was also in force; but these lands (the true kanchas) bore but a small proportion to the ordinary waste or pasture lands of the country, over which the villagers who paid the pullari-tax had grazing rights.

20. Under the existing rules, the old kanchas are still rented, and to them have been added the ordinary waste lands of the villages; an extent equal to 30 per cent. of the cultivated area of each village alone having been excluded from the rent and assigned as free pasture for the village cattle.

Proceedings of the Madras Government, Revenue Department,
3rd November 1874.

21. When the pullari-tax was in force the villagers had the free run of all the waste, and, though they have been relieved from the tax, they feel the restriction to the narrow limits of the 30 per cent. as a hardship. They are willing to pay a fair rent for the pasture; but they dread the chance of being outbid by others at the annual auction.

22. Had the 30 per cent. waste been always fairly allotted, it would still have been a short allowance for cattle accustomed to a much wider range; but, as a matter of fact, this 30 per cent. was often of late years much trenched upon.

23. During the latter part of Mr. Dykes's incumbency of office, and during the time that the late Mr. Boswell acted as Collector, great attention was paid to the extension of fuel-reserves; and in not a few instances the subordinate officers, in their zeal for forming eligible reserves of wood, did not hesitate to curtail the free pasture, and every odd corner of unoccupied ground, whether suitable for grazing or not, was included in the 30 per cent.

24. Mr. VansAgnew informed me that he had rectified many instances of this kind that had come to his notice; but I am able to speak from my own knowledge in the matter from having accidentally come across an instance. In riding through the village of Iyavaripally, I asked the village authorities to point out their free pasture lands. They showed me a tract of wretched saline land, with little or no grass in it; and, on inquiring the extent, I found it was not more than 20 per cent. of their cultivation, while a tract of jungle, with fair pasture in it, belonging to the village, had been taken up to round off the adjoining large fuel-reserve of Prabhagerryputnum.* Of course, the Collector was unaware of this and similar abuses, but the subordinates in their zeal thought to gratify him by showing a good tract of reserved wood.

* In Atmakur Taluq, about 25 miles from Nellore.

25. The desire of the western villagers to retain the waste lands in their own possession does not arise solely or even principally from the want of pasture for their own cattle. A much less extent than they hold would suffice for that. They have considerable herds of their own, and deal in cattle on a moderate scale; but, as a rule, I am told that the herds of the eastern villages are larger than those of the western, and that the principal dealers in cattle belong also to the coast taluqs.

It must be remembered the cattle of the more noted breeds are only found in the northern taluqs, where there are no such extensive pasture lands as are here treated of, and to which part these remarks have but little application; there the herds are small, and the choice cattle are mostly home-reared and well cared for under the immediate eye of the owners.

26. But the western villagers have always made a considerable profit by sub-letting the rights of pasture in their villages to others bringing cattle from a distance. In cases of large owners a considerable tract of pasture land will be handed over for their use at an enhanced rate; whereas in the case of smaller owners the villagers sometimes charge a certain rate per head, which includes the entire care of the animals.

27. The arrangement in the case of small owners is obviously a convenient one, and at the same time is a source of profit to the western ryots.† The rates charged are somewhat high, and are, to a certain extent, complained of; but as the coast ryots have taken so little advantage of the auctions in securing pasture lands direct from Government, it may be presumed that the system has its advantages, not the least of which is that it secures the good-will and co-operation of the people in whose neighborhood the cattle graze, and averts their enmity and the evils which might result therefrom to the cattle.

† NOTE.—About one Rupee a head for the season of six months.

28. In re-arranging the system under which these pastures should be distributed, the ends to be kept in view are—

(1.) To secure to the residents of each village free pasture for their own cattle, to the full satisfaction of their wants, so far as it is available within the limits of their respective villages.

(2.) To place the surplus pasture lands of the western taluqs at the disposal of the cattle-owners on the coast on payment of a moderate grazing rent in the manner most convenient to all concerned.

(3.) To take the necessary precaution to prevent any interference with the proper extension of cultivation.

29. When the system of leasing the pastures by auction in lieu of pullari was first discussed, Mr. Dykes proposed that an extent of pasture land equal to one-fourth of the cultivated area should be granted free to the villagers. The Board increased that allowance to 30 per cent., and it was then assumed that a sufficiently liberal concession had been made. I think the assumption was erroneous, and, as I have pointed out above in paragraph 23, the so-called 30 per cent. had often been curtailed.

30. I would now suggest that all grazing rents should be abolished, except in villages where the surplus is so large as to be really worth letting out in separate lots. I think that, as a rule, where the waste does not exceed 150 per cent. of the cultivated area, it should be left to the villagers free. I think that where the waste exceeds the latter extent, a tract equal to 150 per cent. of the cultivation should be set aside as free pasture for the villagers, and that all in excess of that should be divided by the Collector into convenient lots and advertised to be let for pasture at certain fixed rates per acre by tender or durkhast. With a view to fixing the rates, the grazing lands must be roughly classified. This the Collector informs me that he sees no difficulty in accomplishing. The rates should be, I think, Annas 3, Annas 2, and Anna 1 per acre. The higher rate of 3 Annas is not too high for the best lands I know, as it has been offered by more than one cattle-owner, and it is far less than is often paid now as sub-rent to villagers; and as none but really fair grazing lands will be leased out, I do not think 1 Anna can be thought too high for a minimum.

31. I would recommend that leases should run for five years, and for a longer period in some exceptional cases to be described hereafter; and that during the currency of these leases the land should not be available for cultivation on durkhast. This last condition may be thought perhaps to trench on the acknowledged privileges of the villagers; but I think that ample provision for the extension of cultivation for five years will have been made if the tract set apart for free pasturage, equalling 150 per cent. of the cultivated area, is also available for occupation by intending cultivators.

32. The cases in which still longer leases should be granted would be those in which owners of exceptionally large herds in the coast taluqs might be allowed to rent pasture lands for terms of ten years.

33. There are at present some instances of this nature: I know of one ryot of the Nellore Taluq, owner of upwards of 1,000 head of cattle, who holds on lease a kancha in the Rapur Taluq of some 3,000 acres in extent. It has been in the possession of his family for upwards of thirty years, and they have spent considerable sums in digging tanks and wells for the supply of the cattle in the dry season. It is but right that a man in his position should have some security against being outbid at auction for his pasture, and that he should not be liable to have a patch of land in its midst taken up for cultivation. Mr. VansAgnew presses this point much. He is desirous that he should be enabled to assign to such men long leases of good pasture farms. He would extend the term to twenty years and upwards, but I am myself of opinion that it would not be politic to anticipate the future so far; ten years would, I think, be enough.

34. I have proposed that these lands should be classified roughly and let by tender or durkhast in preference to being put up to auction. The latter system has, I think, clearly failed to fix the true value of the land, or to produce any good result; on the other hand, it has proved a fertile source of ill-feeling and discontent amongst the people, and should be avoided in future. It is, I think, the very worst system that can be adopted for renting out farms of any kind. We have had ample proof of its ill-effects in the case of Abkari farms, fishery rents, and the like.

35. The above propositions have been made after frequent discussions with the Collector, with the Deputy-Director of Revenue Settlement, with the leading Native gentlemen employed in both departments, and with others independent of the Government service; and I think they will fairly meet the wishes of all.

Should the Government approve of their general principle, I would suggest that, in carrying them into effect, the Collector should have some latitude of discretion as to details. Many points may arise in giving practical effect to rules of this nature which are most readily disposed of by officers possessing local knowledge and experience.

* * * * *

81. To conclude, I will briefly recapitulate the substance of my recommendations:—

(1.) In the matter of grazing (1) rents, I would advise that, in all villages where so much is available, an extent equalling 150 per cent. of the cultivated area be left for the free pasture of cattle belonging to villagers of all classes and for extension of cultivation. That the surplus be divided into convenient lots, and let on 5-year leases by tender under the immediate orders of the Collector. That the Collector should have discretion to lease out certain tracts as grazing farms by private contract to the owners of large herds of cattle on leases not exceeding ten years.

That for the purposes of these rents and leases the lands set apart for grazing should be roughly classified into three classes, the rents for which should be 3 Annas, 2 Annas, and 1 Anna per acre, respectively. The extent of grazing land, as compared with cultivated area, should be carefully scrutinized at the end of each lease, and in the event of any real increase in cultivation having taken place in the meantime the area available to the villagers should be adjusted by a corresponding decrease in the area available for grazing rent.

82. In the matter of fuel-reserves, (2) I would recommend that over an area included within a radius of twenty miles round Nellore, the reserves should be divided into lots and rented out for wood-cutting in such proportion that about one-eighth or one-tenth would be available for cutting in each year, and that after the cutting the necessary precautions should be taken for excluding cattle for three years to give the young wood time to shoot again. After which the jungle should be treated as grazing land available for rent. I recommend this, in order that the experiment organized by Mr. Dykes may be fairly carried out to its conclusion. With respect to the remainder of the district, I think that all lands now classed as "reserve" should be retained under that head, with careful adjustment from time to time to meet the wants of extending cultivation. It should be clearly understood that they are available for Government purposes at any time. Goats should be excluded and wood-cutting prohibited; but in other respects they should be treated like other waste lands and leased out as grazing farms in common with them.

* * *

84. I need hardly add that I received every assistance in the prosecution of my inquiries from Mr. VansAgnew and Mr. Rundall and from the subordinate officers attached to their respective departments.

---

36. FUEL-RESERVES.—The question of encouraging the growth of wood for fuel on waste lands seems to have been first raised, with any degree of earnestness, in 1863.

The order of Government, publishing a Minute of Sir W. Denison, dated 6th November 1863, No. 1,994, called the attention of all Collectors to the subject, and, as far as Nellore was concerned, led to certain propositions by Mr. Dykes, the Collector, which are recorded at length in the Proceedings of the Board noted in the margin.

Board's Proceedings, 10th September 1864, No. 6,124.

37. Mr. Dyke's original proposition was to occupy within a radius of ten miles from the [illegible] of Nellore an area of 17,500 acres of waste land for the production of firewood for the use

town population. This area, he calculated, would be sufficient when planted for a permanent supply of fuel for the 25,000 inhabitants of Nellore, and he estimated that the price of the article would be reduced by the difference of cart-hire between a maximum of ten miles and one of twenty-five miles, from which distance firewood was then being carted.

Proceedings of Government, 21st March 1866, No. 689.

38. Correspondence as shown in the margin went on, and in February 1866 Mr. Dykes reported the beginning of his experiment.

He had tried the effect of sowing tree-seeds in 30 acres of land which had been cleared and ploughed, but, though sown twice over, few of the seeds had germinated.

The 30 acres.

He had marked out a selected tract of 7 acres which he had cause to be watched and strictly protected from cattle and wood-cutters with a view to ascertain the kinds of wood that would grow most rapidly, and had divided into sections, by clearing straight lines of road through the jungle, some 7,000 acres of woodland within a short distance of Nellore. He had appointed four watchers to protect the wood from being cut; and he contemplated the future exclusion of cattle, so far as might be necessary, when the cattle-tax should have been abolished.

The 7 acres.

39. In 1867, Mr. Dykes reported that he had taken up and reserved 26,000 acres of woodland in the country south of the Pennair, and Mr. Boswell, who temporarily succeeded him, did the same with 23,000 acres on the north bank of the river. The 30 acres, the original plants of which had proved a failure, was again planted, and this time with better immediate results. It was also reported that the wood on the 7 acres was "coming on wonderfully well" the cattle having been fully excluded.

G. O., 6th August 1867, No. 1,863.

40. In December 1867, Mr. Boswell reported fully on the jungle conservancy of the district. From his letter it appears that the 30-acre experiment had again failed, but that the 7-acre lot was doing well.

Board's Proceedings, 21st March 1868, No. 2,022.

He also reported on the reserved tracts elsewhere. These consisted of the 26,000 acres south and 23,000 acres north of the Pennair already alluded to, and of a "still further extent" in other villages, the area of which is not given. From these tracts cattle and wood-cutters had been rigidly excluded, but Mr. Boswell was satisfied, from the reports he had received, that these reserves did not interfere with the wants, as to pasture, of the villagers. On the understanding that all undue pressure on the agricultural classes had been removed, the Board approved Mr. Boswell's proceedings.

Note.—From statements subsequently prepared, the total extent reserved was found to be 149,000 acres ! !

Board's Proceedings, 21st March 1868, paragraph 7.

41. The system then inaugurated continued in force until Mr. VansAgnew, the present Collector, visited the parts of the district affected, and found that the people complained loudly of the hardships which they suffered by the exclusion of their cattle from the reserved tracts. He informed me that in every village he was met with the same complaint that the cattle were excluded from grazing lands in which they had always been pastured, and that on their beasts straying into the forbidden limits they were ruthlessly impounded by the watchers. He found that, in some instances, the allowance of 30 per cent. of the cultivation had been trenched on to make up these reserves; in others that land, quite valueless as fuel-reserve, from the scantiness of the wood, but affording good pasture, had been taken up; and that in others where the wood was of better growth the exclusion of cattle was quite unnecessary, in a conservancy point of view, the trees and shrubs being of sufficient height to be beyond the reach of serious damage.

42. Finding the matters in this state, and that Mr. Boswell had been kept entirely in the dark as to the feelings of the people and as to the real working of the system, Mr. VansAgnew entered into arrangements with the villagers to remove the watchers and to rent to the villagers themselves the right of grazing in the reserves at the rate of 2 Annas an acre all round, the renters undertaking to prevent all wood-cutting in those tracts and to exclude all goats, the only animals really destructive to trees. The villagers gladly accepted these terms, and have, I believe faithfully abided by them. I passed through a large extent of reserved jungle during my tour, and saw nothing to induce the belief that the conditions had been violated, nor did I hear any complaints that the rent was too high, although it is considerably higher than the average paid for the kanchas that had been let by auction. What I saw fully bore out what Mr. VansAgnew had told me. I found in some reserves the wood well grown and far above the reach of damage by the cattle, but with excellent grazing between the bushes. I found instances in which the people had been deprived of even their acknowledged rights as to pasture to swell a jungle where there was no demand for fuel; and I found some tracts set apart as fuel-reserve, which had only an occasional shrub here and there, and which, after six years' conservation, would not yield half a cart-load of fuel to the acre.

43. Mr. VansAgnew should no doubt have reported the changes he had introduced to the Board and Government, but I certainly think he is deserving of credit for not hesitating to put a stop summarily to a state of affairs which he found to be as unnecessary as oppressive, and which had resulted in a manner so widely different from what had been anticipated by those who framed the rules and those who sanctioned them.

44. The map and statements which accompany this will show the system adopted by Mr. VansAgnew and the existing state of affairs.

His arrangements were avowedly only temporary, and it remains to be considered what will be the best way of treating the question for the future.

45. With this view, I think it will be desirable to frame one set of rules for the district at large, and another for the country around the town of Nellore, say, within a radius of twenty miles, under which may also be included that around any other large towns to which the Collector, with the sanction of the Board, may think it right to extend them.

46. As regards the first, but very little is requisite to be done. The western taluqs, and especially those in the south of the district, are much covered with jungle. Speaking specially of Rapur, which I travelled through, I am hardly exaggerating when I say that one-tenth of the country only is cultivated, the rest being covered with jungle. The other taluqs are, I believe, as a rule, far more open, and the northern and eastern portions of the district are very bare. It is, however, in Rapur chiefly that reserves have been marked out, and to which the rules will mostly apply. So far as the wants of the local population are concerned, the reserves might well be abolished; but, with a view to the possible future wants of the country, I am of opinion that it will be well to retain the Government lien established on these reserves, wherever the wants of the people, as regards free pasture and fresh land for cultivation, have been otherwise provided for.

47. I propose, therefore, to retain them in the accounts as Government reserves. If the Government approve my proposition as regards kanchas, I would have these reserves classified with the other kanchas, and let as grazing grounds to the villagers, with the simple condition that no wood-cutting should be allowed on them, that no goats should graze in them, and that they should not be available for cultivation. Always pre-supposing that free grazing and extended cultivation shall have been provided for by an allotment equalling 150 per cent. of the present cultivation.

48. I think that by this means the Government will retain a lien on large tracts of land covered with wood, and will be able to deal with it in future as it pleases, and that without inflicting hardship on, or calling forth opposition from, any one.

49. As regards the country adjoining Nellore, it was here alone that Mr. Dykes first proposed to undertake conservancy, and here that his experiments were carried on.

The jungle tract taken up by him lies to the south and west of Nellore, where there are, I believe, some 7,000 acres of scrub jungle. The soil is red and mixed with laterite. In dry weather it hardens like stone, and in wet weather the water runs off it rapidly. It requires a very heavy and continuous downpour of rain to penetrate to any depth. This jungle has now been protected from wood-cutters for some seven years, and until less than two years ago cattle were also excluded. I rode over the greater part of it, and it is little better than scrub jungle still.

50. Along the water-courses and along the road-sides, where drains have been cut and a little additional air and moisture thus admitted to the roots, it is tolerably thick; but in other places it is very scanty; and the Wood Overseer of the district, a man of experience, estimates that it would not yield on an average more than about three cart-loads to the acre.

51. The 7-acre lot which was so carefully conserved by Mr. Dykes is a trifle thicker than the rest, but chiefly, I think, from its being in the line of a water-course; it might yield four carts to the acre.

The 30-acre lot which was sown three several times is a bare plain, with a few dwarf shrubs on it.

With a view to future felling of this jungle, Mr. VansAgnew has put down aloe-fences round the divisions, so that when cut by divisions the cattle may be excluded while the jungle recovers itself.

52. The experiment has not proved as satisfactory as was anticipated, but I do not think that it should be abandoned. I would propose that all the reserves within twenty miles of Nellore should be divided into lots and let for cutting at the rate of one-eighth of the whole in each year, and that the portions so cut should be kept free from cattle for some two or three years to allow them to shoot again. It will then be seen in the course of a few years whether the jungle will re-produce itself, and whether the price of fire-wood in Nellore will be reduced. At present the cost is high, some 5 Rupees a bandy-load. Some is brought from the north of the Pennair, and some from the jungles about Chaganum and Sydapur in the Rapur Taluq, more than twenty-five miles distant.

I think that there is wood enough between seven and twenty miles of Nellore to supply the wants of the town if the jungles will re-produce themselves in seven or eight years with a moderate amount of conservancy; but this has not yet been tried.

53. Before closing this part of my Report, I would mention that in returning to Madras by canal I visited the jungles of Striharicottah which supply Madras with so much fire-wood. The jungle is divided into eight divisions, one of which is let out for cutting yearly. It is situated, as the Government are aware, on the sandy strip of land lying between the sea on the one side and the Pulicat Lake and the East-Coast Canal on the other. The soil is sandy, but as there is everywhere water near the surface the growth of the jungle is rapid.

54. I saw the division in which wood-cutting is now going on, and remarked that a very large portion of the wood is left uncut, trees exceeding nine inches in diameter are not allowed to be felled, and the wood-cutters seem to select only the most easily worked bushes; the thorny ones are generally left; the consequence is that there is plenty of foundation for renewal and shade to protect the young shoots.

55. I visited also the jungle cut last year where the stumps of last year's cutting were shooting with vigour; even this division has more wood on it now than the best of the reserves near Nellore. Still, as Mr. Boswell remarks, it is probable that the jungle does not renew itself to the full after every cutting. I observed a good number of dead stumps and not many seedlings. I would recommend that something be done towards sowing seeds of the best kinds of trees after each felling.

Proceedings of the Madras Government, Revenue Department,
3rd November 1874.

56. The cattle of the resident-villagers are allowed to graze freely at all times; they are, however, few in number, and do no harm; outside cattle are excluded.

The jungle of seven years' growth and of six years' growth was very strong and luxuriant.

List of Statements sent with letter from Frst Member, Board of Revenue, dated 20th March 1874.

Statement showing the particulars of the reserved wood, etc., in the Rapur Taluq, South Pennaur Division, Nellore District.

2. Jungle reserves, Nellore District.

3. Villagewar Statement showing the unoccupied area exceeding that under occupation by 100 per cent. in the Nellore District, with reference to the last available accounts of fasli 1282, together with an abstract statement.

4. Statement showing the area, amount of rent, etc., of pasture farms in the district of Nellore for the five faslis from 1277 to 1281.

5. List of villages in which the old kanchas existed, extent of kancha rented in each and rent, Nellore District.

6. Statement showing the amount of Pullery-tax, etc., from faslis 1271 to 1276 in the district of Nellore.

7. Pasture lands sold or let off at a fixed rate in the Nellore District for fasli 1282.

Map of the six principal taluqs of the Nellore District.

2. Sketch map of Nellore and its adjoining villages showing the area reserved under wood, etc.

(Signed) G. THORNHILL,
First Member, Board of Revenue.

No. 16A.

Minute by the Hon. J. D. SIM, c.s.i.

I have already separately noticed so much of Mr. Thornhill's report as relates to the revision of assessment in Nellore. My present remarks will, therefore, be limited to those parts of it which concern the "Kanchas" or grazing tracts and the fuel-reserves.

2. In Nellore, from the first assumption of the district up to 1864, a tax was levied on pasturage in the form of a capitation-tax on the cattle and of the rental of tracts of natural pasturage. The former was called "Pullery," and appears to have yielded something like 80,000 Rs. yearly. When it was abolished, the Government, as a set-off, directed that the waste in each village in excess of 30 per cent. of the cultivated area (which was left free for the ryots' cattle) should be rented out to the highest bidder, provided the excess were sufficiently extensive to render it worth while to do so. I am unable to make out from Mr. Thornhill's letter and statements what this waste has been bringing in; but it is quite clear that the gain has been very considerably in favor of the ryots, *i.e.*, that they have, or can have the privilege of pasturing their cattle over the *whole* waste of their villages for considerably less than they used to pay for it under the form of Pullery. In this respect, therefore, they can have nothing to complain of.

3. Mr. Dykes objected to the auction-system, because he believed that mere speculators would outbid the villagers and cattle-breeders of the district, and thus, securing possession of the pasturage, exact excessive charges for the grazing. The present Collector has shown, as he has also done before, that this is not the case; that the result of the auction-system has been [illegible] of pasture lands; that, with but few exceptions, the old holders have not been dispossessed, that

the new system has had no appreciable effect on cattle-breeding. In this respect, also, no change seems necessitated.

4. Mr. Thornhill, however, reports that the auction-system is thoroughly unpopular, and that, while the people would be better pleased, the State would realise more by renting the waste to the villagers. He also states that the reserve of 30 per cent. (even where it is fully set aside, which is not always the case) is too low, and proposes 150 per cent. The Board, when they proposed the present rate, reported, on the authority of Mr. Dykes, that, according to the custom of the district, there should be one-fourth of an acre waste for every acre cultivated. The Board proposed somewhat more, and also that "fair average pasture" land should be selected, the surplus, if sufficient to make it worth while, being let annually or biennially. Mr. Dykes was a very close observer, and took greater interest in agricultural questions, as well as knew more about them than most Collectors. I am not prepared to admit that in such a matter he erred to the extent of 120 per cent. I should be quite willing to raise the per-centage considerably; but to jump from 30 to 150 per cent., or 1½ acres waste to every acre occupied, is another matter. I think, therefore, that the Board of Revenue should be requested to consider and report what would be a fair and liberal proportion, and to give the financial results of Mr. Thornhill's proposal and of any that they make in lieu of it. I should think that, after so extensive a reservation and with the additional proviso that the overplus is to be rented only when deserving of consideration, the pasture rents would be very materially reduced. I may remark that, agriculturally, village commons are not desirable, and that the wretched condition of cattle in this Presidency is, in a great degree, due to their existence. Instead of providing suitable forage for his cattle, the ryot turns them on the common to pick up what they can, which, in the best season, is barely enough to keep them alive.

5. Mr. Thornhill adopts Mr. VansAgnew's plan of renting the pastures to the villagers at fixed rates by tender, the land being roughly classified, and the rates being 3 Annas, 2 Annas, and 1 Anna per acre. The average rate now realised is only 1 Anna and 4 Pies per acre, so that financially the arrangement would be advantageous; but Mr. Thornhill does not state how he means to carry it out, so far as the ryots are concerned; whether the rents are to be to the villagers jointly, and if so, how the amount is to be apportioned, or whether the villagers are to bid among themselves for it. Experience has shown that in rents to the villagers the burden falls on the poor.

6. Leases to known cattle-breeders, such as the person mentioned in paragraph 33 of Mr. Thornhill's report, are clearly desirable. I imagine the tract referred to is a true "Kancha," and not merely the surplus waste of a village. Leases of the latter to outsiders seem incompatible with Mr. Thornhill's system. The plan of putting the rents up to auction was adopted by Government, because no better was suggested. It obviously leaves least room for malpractices, but if a better system, or one as good but more acceptable to the people can now be proposed, it should certainly be adopted.

7. In regard to the fuel-reserves there has evidently been much misapprehension and mismanagement. It was never intended to deprive the ryots of land really required for pasturage, though, of course, the reserves must have included grass land. The experiment was and, indeed, is one of great importance. Mr. Thornhill says the price of fuel is now high, and it is obvious that, unless measures be adopted to economise and increase the supply, fuel will become scarcer and dearer, and hardship be entailed on the people. Mr. VansAgnew's measures, as stated in paragraph 42, were highly improper; the remedy for any grievance, such as he details, would have been at once applied by the Board of Revenue and Government; and I can see no justification for his acting as precipitately as he did, and never even reporting it. It is of little use for Government to institute experiments if Collectors may, without even a report, practically set them aside. The climate of Nellore, except towards the west, is not favorable to tree culture, and Mr. Dykes's main experiment was to judge within what period wood suited for fuel would reproduce itself if carefully protected from cattle and otherwise preserved. Mr. VansAgnew has

Proceedings of the Madras Government, Revenue Department,
3rd November 1874.

let the lands in most cases for pasturage, conditioning only that goats should be excluded and no wood cut. But goats are not the only animals that injure growing wood. In paragraph 52 Mr. Thornhill recommends that in felled portions of the reserves cattle should be excluded for some two or three years to allow the felled trees to produce shoots again, but a much longer time than this is necessary, especially in a district like Nellore. But when the trees reach a certain size cattle not only do no harm (though the herdsmen sometimes break down boughs for them), but often do good by keeping down the grass and so preventing fires; and I know that Mr. Dykes never contemplated the permanent exclusion of cattle. I very much doubt whether in the eastern and central parts of the district wood will reproduce itself in eight years; but it is on this supposition that (according to paragraph 52 of the report) the success of Mr. Thornhill's plan depends.

8. I regard the experiment of so much importance to the future welfare of the people that I strongly advise the deputation of the Inspector of Forests before any further measures be adopted. We have been expending considerable sums during the last eight or ten years in the district, without, so far as I can see, having gained much even of knowledge, and professional advice seems to me essential. From what Mr. Thornhill says of the Striharicottah jungle, it is desirable that that important source of supply should also be professionally examined, and Captain Walker might also report on the planting of the Casuarina along the coast northwards to Nellore. Madras is now largely supplied with the wood of the Casuarina, and, as the coast canal will before long be opened to Kistnapatam, plantations of Casuarina may perhaps be advantageously substituted for inland jungles.

17*th June* 1874. (Signed) J. D. SIM.

No. 16B. Minute by the Hon. W. ROBINSON, C.S.I.

A CAREFUL examination of the facts effecting this matter and conditions of the country convinces me that there are good grounds for the strong aversion of the people against the novel practice which was introduced by G. O., dated 13th November 1867, of annually putting up to open auction the great mass of the communal grazing land of villagers in the district of Nellore, to which the practice is absolutely confined. The system traverses the principles of the village-system which retains exceptional vitality amongst the rural population of the country and it imperils the valued immemorial commonage rights and occupation of the people, which have been freely acknowledged in, and strengthened by, former settlements in respect to this Pullery-tax.

The practice is strongly condemned by both the experienced Collectors, who have had to do with it—by Mr. Dykes with persistent earnestness—and is shown to be practically ineffective as regards the object of the innovation, viz., to realise a return from the uncultivated land of the district in proportion to its value for grazing. The change must have operated to break up all those local and popular arrangements and adjustments which had grown up in every village under the joint village-rent or mokta-system, which had practically applied to this tax for more than half a century in many parts of the country. Nor can it commend itself as a sound system of agricultural administration to the people.

The papers show that when the district first came under the British Administration, numerous extensive grazing tracts (*kanchas*) had been, as it were, cut out of the uncultivated common area of their respective villages, under conditions which cannot now be traced in certain parts of the district where the uncultivated area was very extensive and grazing peculiarly good. These *kanchas* were held in severality as grazing farms. Occasionally by strange to it in the village. The remaining uncultivated area in these Kancha villages, and also whole of the great bulk of the village of the district was held under that ordinary joint-tenancy and right of common pasture which is an essential part of the village-system of South India.

The regular *kanchas* paid a grass farm rent or tax. And besides the ordinary land-tax on the agricultural land of each village a cattle-tax or moturpha had also been levied throughout the district on cattle, etc., not employed for agricultural purposes which grazed on the uncultivated commonage of the village, under the name of Pullery, a Moturpha-tax which has obtained very generally throughout the Presidency under one name or another.

Under native administration the Pullery Moturpha-tax was apparently very generally collected on the tale of cattle and sheep which were grazed within the limits of each village, and appears to have been subject to much variation and inequality. The first British Settlement, however, apparently converted the Pullery Moturpha-tax into a joint lump demand against each community; which was assessed at the average of previous collections, allowance being made for ploughing cattle. This joint Moturpha demand or Mokta Pullery the inhabitants of the village (agricultural and non-agricultural) were left to apportion amongst themselves as best suited their own circumstances and wants. Considerable diversity of practice naturally occurred in the way this was done by these communities. In the northern parts of the district the villagers appear pretty generally to have apportioned the grazing land amongst themselves, and practically paid a grass land-tax more or less in proportion the share they held in the cultivated area or mark of the village. In the south these communities followed in addition to this partition system other varied and popular methods of distribution and collection which were, however, in accordance with the spirit of the prevailing village-system. But under every condition the responsible agricultural classes levied a fair share of their joint obligation from the non-agricultural classes—Shepherds, Townsmen, etc., who used the common grazing land of the village. officially the mokta was treated as a tax levied on the grass land of the village.

A good deal of fluctation and change seems to have characterised the administration of the Pullery Moturpha-tax during the first half a century of our rule, but the local popular arrangements made by the villagers amongst themselves were, in the main, confirmed and established as it appears to me by the Pullery Settlement of 1843 which took effect throughout the district, pending a proper survey of the district, and seems to have been satisfactory to the people and in accordance with popular rural conditions and previous dispositions.

The revision of the grass farm (*kancha*) system and abolition of the cattle-tax or Pullery Moturpha in Guntur in 1855 revived the discussion of this subject in Nellore.

Extract from Minutes of Consultation, dated 8th September 1855, No. 1026.

The principles laid down in respect to grazing in Guntur were that—

(1.) The practice of renting jungles and hills in western taluqs for grazing (the *kuncha* system) to be continued.

(2.) Waste lands suited for pasture be given on permanent putta at moderate fixed rates of assessment, the ryots of the village having a preferential claim to the grass land of their village.

(3.) The cattle and sheep-tax of every kind be abolished.

The Board (having in view the great success which had attended the abolition of the Pullery in Guntur) recommended, and the Government approved that capitation-tax and mokta-tax be abolished, and that the tax should "assume its proper form of an assessment on land" suited for pasture in each village, in opposition to the opinion of the local officers that, "if the pastures * * * should be classified and assessed, the ryots will be unable to pay the full rent that might be fixed upon

Extract from Proceedings of Board of Revenue, dated 12th December 1857, No. 4462, in Minutes of Consultation, dated 27th March 1858, No. 400.
Extract Board's Proceedings, dated 18th June 1859, No. 2343.

N.B.—The use of the word "proper form" is clearly incorrect. The tax was a Moturpha-tax managed under visabadi conditions and not a land-tax or assessment. It may have become advisable to commute the principle of the tax and put the charge on the land, but this is foreign to the nature of the tax in its true conditions.

them. If the lands in question are assessed at what they are worth, with reference to their productive powers, there can be no hardship, the Government conceive, in requiring the ryots to pay for them, on receiving remission of all tax on their cattle."

But in their Proceedings, dated 2nd May 1860, No. 701, the Government finally determined to postpone the consideration of the subject "until the introduction of the Survey Settlement now about to be made in Nellore. At the settlement, the Pullery will be got rid of as a separate item of revenue * * * and in place of it there will be a tax on land occupied for pasture."

In the meantime the Moturpha-tax was abolished by Imperial enactment (Act XXXII. of 1860) and the cattle tax (under whatever name known) disappeared in most of the districts of the country. Having, however, become mixed up with land revenue consideration in Nellore and adjacent districts the Pullery tax was maintained in Nellore.

In 1861 the Collector (Mr. Dykes) reported fully on the working of the kancha system or lease of separate grass farms, and also of the village Pullery-tax raised on the common uncultivated village area and the manner in which he would commute the whole into a land-tax. He pointed out that the *kanchas* let at rates varying from 7 pies to 1 anna and 4 pies per acre while the revenue derived under the village Pullery-tax (including kanchas) did not average more than $1\frac{1}{4}$ anna per acre of the uncultivated land which he calculated was available for pasture. He advised the abandonment of the annual lease (by auction) system as respected kanchas; and proposed to limit the village commonage for free grazing to one-fourth of the cultivated mark or area of the village—with certain circumstantial additions, and to assess the rest at the general dry land rates to be prescribed by the revision of the assessment then under his (Mr. Dykes's) management. And in respect to these rates he proposed such general reduction, apparently to one Rupee per acre, as would enable ryots to hold dry land for pasture, fallows, etc., in proportion to their wants and sound agricultural condition. Mr. Dykes proposed to allow the collective villagers to compound for the whole pasturage area of their village so settled on the mokta or joint village system—with arrangements for distribution in severality if need be.

From Collector, dated 26th October 1861, No. 261.
Proceedings, Board of Revenue, dated 21st January 1862, No. 488.

It is not clear what the claim of one-fourth of an acre of waste dry land to each acre of cultivation consisted in. It appears to have been a claim [based on agricultural conditions] which was irrespective of general commonage rights. If so, his recommendation amounted to a foreclosure of common right altogether.

The report was referred by the Board to the Settlement Department with the observation that the subject "cannot be treated separately from the general revision of the land assessment of the district."

"The Board consider it of great importance that communal rights should be maintained to a reasonable extent, and that the assessment on land incapable of irrigation should be sufficiently low to allow of a ryot in ordinarily good circumstances, holding land in grass at the class rates without ultimate loss."

In his letter above noticed the Collector (Mr. Dykes) had advocated the retention of the Pullery-tax whose principle and effect he had perhaps misapprehended. He then considered it a necessary protective tax. In 1864 and 1865, however, the Collector urged the immediate abolition of the Pullery-tax pointing out that it was a mere cattle tax of a very objectionable character and was no longer required to sustain a rapidly advancing land revenue derived from progressive agriculture. He found also that claims to "Pullery waste of individuals interefered seriously with the extension of cultivation in the Northern Taluqs."

Board's Procs. dated 13th July 1865, No. 3,970
From Collector dated 15th Sept. 1864, ,, 309
,, ,, ,, 6th June 1865, ,, 108
,, ,, ,, 21st July 1865, ,, 117

The Board observed "the objectionable nature of the Nellore grazing tax has been long acknowledged, and upon this ground, and upon the ground that the tax has now fallen considera-

bly below what it was, while the land revenue has steadily increased; in other words that the land devoted to agricultural purposes has increased in quantity, while that devoted to the feeding of stock has been diminished, the Collector now recommends that the tax should be abolished * * * * Mr. Dykes has shown excellent grounds for the eventual abolition of the grazing tax in his district, but they are still of the opinion expressed in those paragraphs of their Proceedings under date 21st January 1862, No. 488, which are referred to above, and they are not prepared to request the Government to reconsider their orders directing that this tax should be continued until the introduction of the revised assessment."

In 1867 Mr. Dykes again urged immediate abolition of the tax and recommended as a temporary substitution "that all (uncultivated) land not demarcated and surveyed in detail for occupation be let as pasture * * * for a term of 2 years at an upset price of two annas an acre in the western and 4 annas an acre in the coast taluqs, "preference being given to the villagers to take the pasture at this prescribed rate—and failing them that the rent be put up to the highest bidder.

Board's Proceedings, dated 2nd September 1867, No. 5,688.

The Board recommended the abolition of the tax—without reference to the revision of the land Settlement with which "the tax has no intimate or immediate connexion," and "the restriction of taxation of this character solely to pasture rents." They proposed to circumscribe the village commonage to 30 per cent. of the cultivated and occupied mark or area of the village as a "liberal concession." "If the over-plus" they added "be sufficient to make it worth while * * * it should be rented annually or biennially to the highest bidder" * * * as the fair "value of the pasture is more likely to be realized by rent than a fixed charged per acre."

The Government concurred with the Board "that there is no sufficient reason for any longer deferring the abolition of this condemned system of taxation in favor of that which has been approved elsewhere, and accordingly authorize the Board to carry out the change in the manner proposed, *viz.*, that so long as the demand for land on full assessment will allow of the privilege common grazing land to an extent equal to thirty per cent., of the occupied area shall be reserved for the villagers' use free of charge, and that when the balance is deserving of consideration, the remaining waste land shall be rented out to the highest bidder for grazing purposes on lease for one or two years, as the Collector may decide in each case, on the condition that any portion required for occupation on full field assessment must be relinquished to Government, a proportionate reduction being made in the rent."

One or two points in the Board's Proceedings on which the Government Order in question was passed may be specially noticed. And in paragraph 11 they observe that the Land-tax of this Presidency properly consists of a moiety of the produce of any parcel of ground which may be under cultivation. "The extent of land waste does not enter into the question of assessment at all, nor in fact could it do so, for not only does it vary, but to make any addition to the assessment on this account would be to tax a ryot for what he does not possess as his own, while, when, as is sometimes the case, the whole waste is taken up, he should be taxed for what did not exist." It may be added that in no district of the country has uncultivated waste been subjected to Land-tax either under native or British rule. In paragraphs 14 and 15 they continue "as the assessment is fixed solely with reference to the productive power of the soil, and the ryot pays only for the land in his exclusive occupation, he has no claim of right to the usufruct of unoccupied land, and the State is undoubtedly at liberty to realize a revenue from the latter. Prescriptive usage, and the liberal policy of the Government, however, give the ryot the privilege of grazing his cattle in the village waste under ordinary circumstances, and of cutting fuel and taking leaves for manure, and wood for his implements from the village jungle. These privileges cost the State little; they are highly valued by the people; and their withdrawal would be very unpopular where, however, the extent of waste is large in proportion to the cultivated area, the right of the State with perfect propriety to realize a revenue from it is readily admitted, and in every district there are tracts adopted for pasture only, which it would be mere waste of time and money to

survey into fields and assess for cultivation * * * * and their rental as pasturage is the only course now open to Government."

I would observe that the Government may perhaps in theory claim to derive revenue for any land which may be turned to account by the people, but uncultivated and unoccupied land has never, as above noticed, been subject to land tax and in the enunciation of these sentiments, it is probable that the Board have lost sight of the first principles of a village system, which has been fully recognized in Nellore from time immemorial under our taxational system. The uncultivated mark or area of a village is communal property, not State property, and immemorial village rights and commonage are not privileges by sufferance but common Law titles, which should probably be still respected in the interest of public policy and popular good feeling.

I must venture to add with reference to the popular discontent which has been evoked by the measure that the circumscription of commonage in the uncultivated area of the village to 30 per cent. of the cultivated area may, I fear, appear from the Ryots' standpoint more in the light of confiscation than "liberal concession" as intended by the Board (Paragraph 16.)

Mr. Dykes thus describes the working of the system in his report on the district cattle shows for 1864:—"The efforts made to improve stock, assist the trading community, and raise the ryots, will, however, be of little use, should the system be continued that has been introduced since the cattle tax was abolished of annually renting out the pasturage to the highest bidder. And in concluding this report; I beg that the Board will excuse my bringing forward what is so closely connected with stock, and again urging the necessity for making over the pasturage at fixed rates for a term of five years at least. The present system utterly destroys the security under which alone capital can be safely sunk in improving agricultural stock. As an example, I may mention the case of Chejerla. This village in the Atmakur Taluq, on the southern bank of the Pennair, has some 2,000 head of cattle. Under the cattle-tax this village paid Rs. 105 a year. Under the annual auction system it was bid up to Rs. 1,100, and the villagers had to buy back their pasture from a stranger for Rs. 300 more. They had to pay Rs. 1,479 for what they previously paid Rs. 109. They could not do otherwise. They were helpless. There were the cattle. The village had no where else to send them to; and it will be little use giving away public money in prizes for the improvement of stock, if those who breed this stock are exposed to fluctuations that in the instance specified amounted to 1,400 per cent, and in fact have no limits. To continue this system would be to render the abolition of a vexatious and oppressive tax the reverse of a boon. It would be scarce possibly to arrange a system that should give more unbounded power to the local authorities and expose our village communities to greater risks. It is simply necessary for some one to bid a village up. And the village is ruined. If on the other hand those in authority think fit, such factious bidding can be stopped. But it is an exercise of arbitrary power; and we have 400,000 acres at the present moment held under these conditions."

Board's Proceedings 20th March 1869, No. 1,918.
From Collecor, dated 22nd February 1869, No. 392.

In his letter dated 7th June 1869, No. 398, Mr. Dykes again demonstrated that the auction system worked inequitably and capriciously throughout the district, the people in some cases paying as much as 9 annas an acre for open pasture while elsewhere the revenue derived did not exceed 2 pies an acre. The general average of the district was 1¼ anna per acre. The Board's anticipations, he showed, had failed and "in no instance," he observed, "has the true value been realized; or too many false returns have gone far to do irreparable injury. He proposed to abolish the auction system and that the whole unoccupied area of each village be offered to the community at the fixed rate for the taluq and that, if not taken up in commonage, the land should be apportioned at those rates amongst those who need it.

The Board and Government, however, saw no reason to alter the system, and the Secretary of State approved "the substitution of this system for the grazing-tax formerly levied."

Board's Proceedings, dated 7th June 1869, No. 4,060.
Proceedings of Government, 3rd July 1869, No. 2,957.
From Secretary of State, 31st March 1870, No. 10.

On the 13th June 1871, Mr. Dykes moved the Secretary of State in the interest of the cattle breeding of the district and the Collector (Mr. Agnew) has reported most unfavorably of the system under date, 15th October 1872.

Despatch Secretary of State, dated 20th July 1871, No. 21. Proceedings, Board of Revenue, dated 18th Nov. No 2,223.

"While," he observed, "it is as unpopular as possible, it is about the most unprofitable mode of dealing with the pasture that could be devised. * * * I find it hateful to the villagers * * to have no absolute security and to feel that they really are at the mercy of any one. To be relieved of this hateful insecurity, I have not met with a single set of villagers who would not rather pay a fixed rate of 2 Annas per acre, in order to secure permanency of tenure, and this even in the case of Kanchas which, I can say from observation, are not worth 2 Annas an acre." The rate he reported had fallen from 1¼ Annas per acre in 1869 to 1 Anna 1 pie in 1872, and he considered that the revenue (30,000) might be abandoned in the face of the vast extension of cultivation (risen in ten years from 3 to 6 lakhs of acres) but for the regulation which was needed in the interest of peace amongst the villagers. Mr. Agnew recommended that a fixed acreable rate should be adopted as urged by Mr. Dykes, which might be apportioned on the puttahs-for-cultivation in a manner which (with the aid of the villagers) would be found quite feasible under a careful but rough classification of the pasture land. He named rates varying from 3 Annas to 1½ Annas per acre, but preferred one-half these rates for "except in his own interest," he urges, "I do not see why at the present day the Nellore ryot should be the only one to be taxed in respect of his cattle."

Mr. Thornhill has now examined the question on the spot and reports that the auction system has "clearly failed to fix the true value of the land, or to produce any good result; on the other hand, it has proved a fertile source of ill-feeling and discontent amongst the people, and should be avoided in future. It is, I think, the very worst system that can be adopted for renting out farms of any kind." He states that village communities would willingly pay more than is realized by auction to be rid of the danger to their interests, by open auction of their village commonage. He shows too that in many instances faith has not been kept in respect to the 30 per cent. of the uncultivated area intended to be left in free common right to the village community under the order of Government of 13th November 1867.

From Mr. Thornhill's report, dated 20th March 1874.

I gather that Mr. Thornhill would extend the true *kancha* system and when the extent of jungle, etc., in any village is very large, he would cut out, as had been done when the true *kanchas* were formed many years ago, new *kanchas* from the uncultivated area or mark which was free to all down to 1867. But he would not do this when the common area is less than once-and-a-half as large as the cultivated area. He would roughly classify such new kanchas and assess them according to quality at 3 annas, 2 annas and 1 anna per acre and let them for pasture by tender, the lease to run for five years.

The principle which Mr. Thornhill advocates commends itself by being in accordance with precedent on a limited scale in the country, and if it be desirable to circumscribe the common age rights of village communities the margin, which he proposes to leave may not be altogether illiberal from a certain stand point, but on review of the whole subject, I submit that even with Mr. Thornhill's modifications the system in question must fail to be acceptable to the ryots.

Leaving aside the question whether a cattle-tax which was probably a moturpha demand in its original form and principle could legally be maintained and commuted after Act XXXII. of 1860 became Law, I submit that the form which this commutation has taken, viz, the practical resumption and annual sale of the great bulk of the open commonage of the village communities of Nellore, and the assessment of uncultivated and unoccupied waste is probably unprecedented as a measure of revenue administration in this presidency, and is apparently uncalled for by the fiscal conditions of a district where extension of cultivation has been specially active during the last 10 years. It may happily be true that the feeling of the country and those natural combina-

tions which are the bond of Village Society have stayed for a time the more mischievous consequences of the change but it is impossible that a system, which practically ignores immemorial rights and usages, traverses the ancient communal conditions of much property in every village and brings to the hammer, year by year the bulk of the ancient common pasture land of the country, should be otherwise than repugnant to the feelings, and judgments of our ryots. As a system of agricultural administration it merits, I think, the condemnation which it has met with at the hands of all who are practically acquainted with its working.

It may be true that commonage is bad in theory and that its foreclosure may force ryots to raise green fodder for the cattle and thus bring about a good end. But I submit that sound policy claims respect for the indigenous institutions of the country and I deprecate the means by which it is sought to inculcate good agriculture.

I doubt whether the so called concession of thirty per cent. free waste can be expected to mitigate the ill-feeling of the people towards the measure in question, for even where faithfully reserved, this area is probably insufficient for the pastoral purposes of the whole village and the ryots can scarcely fail to perceive that probably little or no concession whatever has been made, for even under Pullery-tax conditions the agricultural cattle of the village went tax-free everywhere, and I gather that pretty generally each Puttadar had a right to the more or less exclusive use of the adjacent dry land (to the extent of quarter-of-an-acre for every acre under cultivation) free of assessment, irrespective of his rights over the village commonage. The people may naturally feel that the G. O., merely continues to them rights which pertain to the cultivated mark of their village on which the assessment is sufficiently heavy to entitle them to the free pasture of agricultural cattle.

On the whole I would adopt the plan which seems to be concurred in by most authorities in respect to the old *kanchas* and direct the Collector to fix a moderate acreable assessment with reference to the quality of pasture and other matters which affect their value as grazing-farms, and let them—with preference to the community within whose village area they are comprised and old tenants, for periods of ten years. If these old *kanchas* are fairly assessed they will readily find tenants as heretofore and in most cases will be taken up by the village community itself under joint putta.

With regard to the commonage which was affected by the Pullery-tax—now abolished I would direct the Collector to revise the village areas village by village, and where the common pasture land is obviously far in excess of the requirements of the community to form new *kanchas* to be let under the same conditions for a like period as a tentative measure. But I think that this measure should for the present be sparingly and gradually applied and that the proposed settlement should be reported in each individual case to the Board of Revenue or Director of Settlement for confirmation, and that in no case should the restriction of the common mark exceed the limit proposed by Mr. Thornhill. I submit that two acres to one of the cultivated area should be laid down as a fairer proportion for the present.

I may observe that I do not share Mr. Agnew's apprehensions in respect to the consequences of leaving the mutual adjustment of common rights and to the villagers themselves, as heretofore. For I think that the State cannot interfere in the regulation of such matters in detail without causing more confusion than is likely to arise from leaving village communities to arrange such matters amongst themselves.

15*th September* 1874. (Signed) W. ROBINSON,

No. 16C. Minute by the Hon. W. ROBINSON, C.S.I.

I AGREE with Mr. Sim that there has been lamentable mismanagement and want of judgment in the matter of fuel and forest reserves in the district of Nellore—arising out of allowing Collectors to start so-called reserves at discretion. Public convenience, if not rights, have met

scant consideration, and much discontent has been excited. The whole thing requires fuller investigation and report.

2. In the meantime, the immediate pressure has been relieved—by a somewhat summary, yet judicious and harmless arrangement of the Collector—and it only remains to direct the Inspector of Forests and Board of Revenue to go into the matter thoroughly, and submit a full report, with recommendations, to Government as suggested by Mr. Sim.

3. I do not agree with Mr. Thornhill in regard to keeping up the annoying fiction of fuel and forest reserves over valueless areas in respect to which unadjusted village rights exist, in order that a somewhat equivocal lien may be retained.

15*th September* 1874.

(Signed) W. ROBINSON.

No. 16D. Minute by His Excellency the Governor.

As regards "kanchas" or grazing lands, the opinion of Mr. Dykes and of Mr. VansAgnew is confirmed by Mr. Thornhill, that the present system under which (30 per cent. of the lands on which grazing was formerly charged with "Pullari" tax being reserved) the lands are put up to auction is detested by, and oppressive to, the people; while, on the other hand, it is of no benefit to the public revenue. The villagers are willing to pay a fixed charge for the lease of the lands, even though it be higher than the average price now realised by the auction system.

As regards the remedy to be applied, Mr. Thornhill proposes—

First.—That 150 per cent., instead of 30 per cent. as at present, of the lands should be reserved for the villagers as free pasture. It does not appear to me that so large a reserve for this purpose is necessary or desirable. In the Nellore District it never seems to have been allowed by the Government or claimed by the villagers themselves that the State should derive no profit from the pasture of cattle. In abstract equity it is not easy to see why the State should have no part in this description as it has in other descriptions of profit from land. I presume that when the "Pullari" was abolished the reason why the 30 per cent. was reserved for free pasture was that the new auction system to be substituted for the "Pullari" would probably take out of the hands of the villagers a large portion of the grazing land and assign it to strangers. But this reason will not, I suppose, exist if (as is now proposed) the auction system is abolished and a system of fixed leases substituted. Still, as the villagers have had of late years 30 per cent. of the land for free pasture, it is desirable, on grounds of prescription, that they should not be deprived of it; and as the 30 per cent., from the way in which the arrangement is worked, appears not to be fairly secured to them, I would (in order that it may be so secured to them) increase it (say) to 50 per cent.

Secondly.—Mr. Thornhill proposes that the grazing lands over and above the per-centage of reserve "should be advertised to be let for pasture at certain fixed rates by tender or durkhast." I do not understand the precise nature of this proposal. "Tender" usually implies that the price is *not* fixed but depends upon competition. This cannot be meant; but on what principle then are the lessees to be selected? Would the villagers, collectively or individually, have the refusal of the lease? And if individually, what would determine the choice of the individual who is to have the land? We ought surely to have more explanation on these points.

2. As regards fuel-reserves nothing can well be more indefensible than the actual state of things. Fuel-reserves have, it appears, been created by wholesale, first, when they are not wanted; secondly, without any regard to the rights or claims of the people. The remedy proposed by Mr. Thornhill, as regards the greater portion of these reserves which are in well-wooded districts where they are not required, is to retain them as reserves, but lease them out as grazing lands like the "kanchas" with restrictions against cutting wood and against the entrance of goats. I cannot see the advantage of this proposal. I would leave the jungles in their districts free, and, in so far as they are, in any degree, grazing lands, deal with them as with other grazing lands.

As regards Nellore itself there are reasons for maintaining reserves under careful regulation, as Mr. Thornhill expresses it, "with a moderate amount of conservancy." On this point, Mr. Thornhill's proposals appear to be judicious; and I would adopt them, leaving, however, some discretion to the Collector. I presume in such a case the Collector would consult the forest officers; but so long as "Jungle Conservancy" is distinct from Forest Conservancy we cannot well consult the Forest Department officially, and here I may remark that, under the new organisation of the Forest Department, it seems questionable whether there is any reason for keeping these two services separate, while there is certainly considerable reason against such separation.

3. As regards the settlement we have already had Mr. Thornhill's report before us, and a despatch to the Secretary of State is, as I understand, in preparation upon that subject.

(Signed) HOBART.

1*st October* 1874.

The thanks of the Government are due to Mr. Thornhill for his able and valuable Report.

No. 16E. Minute by the Hon. J. D. SIM, C.S.I.

With reference to the Minute of my Honorable Colleague Mr. Robinson, I beg to remark that I can find nothing to support the view that the Pullary of Nellore was ever considered an item of Mohturfa. On the contrary it has always been treated as an item of Miscellaneous Land-revenue which, I submit, it really is. Mohturfa, as its name signifies, is a tax on arts, trades, and professions, while Pullary is undoubtedly the rent of State pasturage, and therefore an item of Land-revenue. In many districts shepherds and herdsmen were formerly taxed as such, and these taxes were abolished as being Mohturfa; but I am not aware of any instance in which grazing taxes, such as the Pullary, were abolished, as being Mohturfa. Act XXXII. of 1860, which (when it was intended to introduce a license-tax all over India, as a supplement to or substitute for an income-tax) abolished the Mohturfa of Madras, does not apply to the Pullary of Nellore.

2. However, the great and undeniable fact is that on our first assumption of the district some seventy years ago we found that the ruling power derived a revenue from pasturage in the form either of a cattle-tax (whether by capitation or composition) or of pasture rents. What we have done is to abolish the cattle-tax, to reserve for the free use of the villagers a certain proportion of pasturage, and to rent out the excess. The ryots are greatly the gainers by the change. Not only have they escaped the inquisitorial and vexatious, and, as many superstitiously think, the unlucky process of numbering cattle, or the often unequal and arbitrary composition, but they actually pay less to the State than the old Pullary yielded.

3. As regards the "Cunchas," which are tracts of natural pasturage reserved for that purpose as adapted for it rather than for cultivation, the right of the State to a revenue has never yet been questioned, nor do I see how it can be. The only question is as to the best method of realising this revenue.

4. I am quite willing to accept the proposal of His Lordship that the village reserve be raised to 50 per cent. with the existing proviso that the overplus be rented only when of any material extent.

5. As to the Cunchas and other rented tracts, I also agree with His Lordship; further explanation is clearly necessary. I shall be surprised if it be not found that the renting system is the best. The village system is almost as much a thing of the past as the patriarchal, and I can see no reason why we should seek to revive a system which the people have long since out-

grown. What we know of it is that the rich and powerful oppress the weak and poor, and if we rent these pasture tracts to the village community, it will, I fear, be found, as in the case of the joint rents of the Northern Circars, that the leading members throw an undue share of the common burden on the poorer members. But, as I said before, we should certainly adopt any plan which promises to be better and more popular than the present.

6. As regards the fuel-reserves initiated by Mr. Dykes at the instance of Sir W. Denison's Government, I shall greatly deplore the abandonment of this most important experiment. Mr. Dykes took up the matter with great earnestness, and in such cases there is always danger that subordinates, anxious to please their superior, will go too far and over-ride private rights, privileges, and necessities of which they have not much appreciation. Very probably this has occurred in Nellore; but the remedy can easily be applied; the Collector has only to curtail the reserves in proportion to the reasonable requirements of the ryots. The whole waste of the district cannot possibly be required for pasturage, and no measure can be more legitimate or more advantageous to the people than the reservation of a portion for the production of fuel. The total area reserved for fuel appears to be only 150,000 acres, while the other waste must be quite three-quarters of a million of acres. I find that in the last twenty years the occupied area has risen from 380,000 to 910,000 acres, which, of course, entails a very considerable diminution in the area which formerly yielded scrub, etc., for fuel, and we know, as a fact, that the cost of fire-wood everywhere has greatly risen of late years, and that as cultivation extends and population increases it must continue to rise. It is, therefore, of great consequence that reserves should be formed to meet this prospective but inevitable want. Mr. Thornhill seems surprised that reserves should have been selected in the comparatively well-wooded taluq of Rapoor; but the reason is obvious: experience had shown that it was very expensive,—if indeed possible,—to reclothe denuded tracts; land in sufficiently large blocks could not be obtained in the eastern part of the district without inconvenience to the people, and the object was to provide for future wants. Rapoor, where Mr. Thornhill says that only one-tenth of the land is cultivated and the rest is jungly, best fulfilled the objects in view, and seeing, as Mr. Thornhill adds, that "the northern and eastern portions of the district are very bare," the time, I fear, is not far distant when the district will have to draw its supplies of fuel from the very taluqs in which, with wise foresight, the reserves have been formed.

Vide paragraphs 49 to 52 of Mr. Thornhill's Report.

The south of the district is chiefly Zemindari.

7. The Forest Department has no officer or establishment in Nellore in which there are really no "Forests," nor can that department spare an officer. Moreover, when the Jungle Conservancy Fund was established, it was declared that the proceeds would be expended locally in restoring the village jungles. So long as the Fund is "Local," this can be done; but if it be constituted "Imperial," we shall lose our present unfettered control over the receipts and the net surplus proceeds will be part of the "Imperial" revenue. I would, however, earnestly renew my suggestion that the Inspector of Forests (who, I understand, will soon be proceeding to the Godavery) be instructed to visit and report on the fuel-reserves and resources of the district: we can then act with confidence and safety.

13*th October* 1874.

(Signed) J. D. SIM.

No. 17. ORDER THEREON, 3rd November 1874, No. 1,390.

Miscellaneous.

IN this letter Mr. Thornhill, First Member of the Board of Revenue, reports upon the several points adverted to in the

orders of Government, dated 4th April 1873 and 22nd January 1874, Nos. 386 and 98, Revenue Department.

2. The subjects treated of are—

(I.) Kanchas or Grazing Farms.
(II.) Fuel-reserves.
(III.) New Settlement.

3. The latter part of the report on (III.) "New Settlement" has been already disposed of in G. O., 16th October 1874, No. 1,333.

4. (I.) *Kanchas or Grazing Farms.*—In paragraphs 5 to 12 (inclusive) of his letter, Mr. Thornhill reviews briefly the past history of this question down to the period when the Government, at the suggestion of the Secretary of State, called for a report upon the objections raised by Mr. Dykes to the working of the order passed on the 13th November 1867, No. 2,676.

5. The report, which was made by Mr. VansAgnew thereupon, was reviewed in G. O., 4th April 1873, No. 386, Revenue Department, but no decision was recorded, the question being referred for further investigation.

6. These kanchas are of two kinds, viz., (1), the grazing tracts so called rented out for pasture ever since the acquisition of the district by the British Government; and, (2), the waste lands over and above 30 per cent. allowed to the villagers as free pasture and ordered to be rented out for grazing to the highest bidder by G. O., 13th November 1867, No. 2,676, Revenue Department, on the abolition of pullari proper.

7. From a "list of villages in which old kanchas exist," forming Enclosure No. 5 to Mr. Thornhill's report, it appears that in the six taluqs which make up the principal division of the district, an extent of land estimated at 1,15,760 acres in 169 villages was let out for grazing of the *first* kind alluded to in the preceding paragraph, and produced an annual revenue during the five years ending with fasli 1274 (1864-65) of Rs. 7,718, as shown in the following abstract. No figures are available to exhibit similar particulars for the sub-division. The average charge per acre comes to 0-1-4:—

Taluqs.	Number of Villages.	Acreage under pasture Farms.	Average annual assessment realised in the five Faslis 1270—1274.	Average per Acre.
		ACRES.	RS. A. P.	RS. A. P.
1. Gudur	9	2,391	436 0 0	0 2 11
2. Nellore	12	7,448	525 0 0	0 1 [illegible]
3. Rapur	30	38,779	2,403 0 0	0 0 11
4. Udayagiri	30	25,779	1,166 0 0	0 0 9
5. Kavali	38	20,511	1,245 0 0	0 1 0
6. Atmakur	50	20,852	1,943 0 0	0 1 5
Total ...	169	1,15,760	7,718 0 0	0 1 4

8. Enclosure No. 6, which professes to show the amount of pullari-tax from fasli 1271 to fasli 1276 in all taluqs of both divisions, is not exactly consistent with the statement already referred to, nor is the revenue from "the true kanchas" given apart from "pullari" in all cases. Omitting the last two faslis, the figures of which it is impossible to compare with the others, it appears that the receipts from "pullari" and "kanchas" in the four faslis 1271—1274 averaged annually for the *whole* district Rs. 84,475 and Rs. 9,978, respectively, as follows:—

Fasli.	Pullari.	Kanchas.	Total.
	Rs.	Rs.	Rs.
1271	93,503	9,001	1,02,504
1272	84,839	8,975	93,814
1273	82,203	11,479	93,682
1274	77,355	10,456	87,811
Total ...	3,37,900	39,911	3,77,811
Average ...	84,475	9,978	94,453

9. On the abolition of pullari proper in 1866, the second kind of kancha alluded to in paragraph 6 *supra* was instituted; and, from Enclosure No. 4 to the report under review, it appears that the average annual revenue derived during the five years following the change, and including the rents of both old and new kanchas, was Rs. 32,924, from an average extent of 4,89,146 acres as shown below:—

Year.	Area.	Amount.	Rate per Acre.
	Acres.	Rs.	Rs. A. P.
1277	502,273	27,917	0 0 11
1278	474,873	35,156	0 1 2
1279	468,062	35,852	0 1 3
1280	500,358	32,296	0 1 3
1281	500,167	33,402	0 1 1
Total ...	2,445,733	1,64,623	0 5 3
Average ...	489,146	32,924	1⅛

10. The relief afforded was, therefore, the difference between the former pullari receipts and the revised arrangements from kanchas, or Rs. 94,453—32,924 = 61,529.

11. The extent of land thus rented out was, exclusive of the area which had been reserved from time to time under the orders of the Board, for the purpose of encouraging the growth of fuel. It appears, from paragraph 40 of Mr. Thornhill's report, that these fuel-reserves occupied 1,49,000 acres, and from paragraphs 17 and 42 that the Collector, in consequence of the complaints made to him by the villagers on account of the exclusion of their cattle from these reserves, arranged with them to rent

the grazing here also at the rate of 2 Annas an acre all round, with certain precautions for the preservation of the jungle.

12. The result is shown in Enclosure No. 7 to Mr. Thornhill's report, of which the following is an abstract:—

Year.	Extent sold in Auction.		Leased at 2 Annas per Acre.		Total.	
	Acres.	Rent.	Acres.	Rent.	Acres.	Rent.
1282	548,305	39,065	149,132	18,642	697,437	57,707

13. Mr. VansAgnew has thus practically raised the kancha revenue by Rs. 25,000, and has adopted the principle which Mr. Dykes advocated of a fixed rate per acre, though he has applied it to land which Mr. Dykes never intended for cattle. The regular kancha revenue has also increased in this fasli (1282).

14. In regard to the question raised by Mr. Dykes it is the opinion of Mr. Thornhill that the villagers would prefer the option of taking up the grazing tracts in preference to the uncertain tenure now in force under which they are not certain of retaining it if some outsider thinks it worth his while to outbid them at auction.

15. He also shows that in many cases the 30 per cent. allotted to the villagers for free pasturage has been encroached upon, and that they have, therefore, not had the full benefit of the allowance made to them in 1866 on the abolition of the pullari.

16. Before considering Mr. Thornhill's proposals for the future treatment of these pastures, it is to be noted that his observations mainly refer to the principal division comprising the six southern taluqs. There is a difference here between the eastern and western taluqs in regard to pasturage tracts. In the former waste lands are smaller in extent, while in the latter the area available for grazing is far in excess of the requirements of the resident villagers.

17. Under the old system the "true kanchas" occupied in the western taluqs a larger area than in the coast divisions as is shown below:—

Taluqs.	Western.	Eastern.
	Acres.	Acres.
Gudur	....	2,391
Nellore	....	7,448
Kavali	....	20,511
Rapur	38,779	....
Atmakur	20,852	....
Udayagiri	25,779	....
	85,410	30,350

18. Under the new system (taking the figures for fasli 1282) the proportion of land occupied under grazing rents in the western and eastern taluqs is exhibited as follows for the entire district:—

—	Taluqs.	Acres.	Acres.
Western.	1. Rapur	1,32,830	
	2. Atmakur	86,345	
	3. Udayagiri....	69,972	
	4. Kanigiri.....	54,030	
			3,43,177
Eastern.	5. Gudur	80,861	
	6. Nellore.....	21,382	
	7. Kavali	63,017	
	8. Kandukur....	19,934	
	9. Ongole.....	19,934	
			2,05,128
	Total ..	....	5,48,305

19. Mr. Thornhill says (paragraph 15) that "the cattle of the eastern taluqs, no doubt, resort in large numbers to the western pastures; but, as a rule, their owners enter into private arrangements with the inhabitants of the western villages who themselves rent the pastures from Government." It would seem, from paragraph 27, that notwithstanding the opportunity afforded to the coast ryots, little advantage is taken of the auctions in securing pasture lands in the western taluqs. They prefer to sub-rent small tracts or to hand over their animals to the western villagers paying so much a head.

20. The proposals which Mr. Thornhill makes for the settlement of the kancha question are—

(1.) That all grazing rents should be abolished in villages where the waste does not exceed 150 per cent. of the cultivated area.

(2.) That in villages where the waste exceeds 150 per cent. a tract of that extent should be set aside as free pasture for the villagers, the excess being let at certain fixed rates per acre by tender or durkhast.

(3.) That such leases should be, as a rule, for five years, and in certain exceptional cases for ten years.

(4.) That during the currency of these leases the land should not be available for cultivation on durkhast.

(5.) That the rates should be Annas 3, Annas 2, and Anna 1 per acre to be determined by the Collector, who should be allowed general latitude of discretion as to details in leasing the kanchas.

21. The exceptional cases in which ten-year leases are proposed are described in paragraph 33. The instance quoted is of a *coast* ryot who holds in a *western* taluq a kancha which he has improved at considerable cost, and has enjoyed many years. Mr. Thornhill says: "It is but right that a man in his position should have some security against being outbid at auction for his pasture, and that he should not be liable to have a patch of land in its midst taken up for cultivation." The Collector

advocates even longer leases, and is anxious to be enabled to assign to such men long leases of good pasture farms.

22. The papers forwarded do not show the probable result in a money point of view of Mr. Thornhill's proposals. The new rates have not, of course, been allotted on the available area, and this area can only be roughly estimated from the figures furnished. From Enclosure 3 to the report, it appears that out of 869 Government villages in the nine taluqs which are comprised in the Nellore District, the unoccupied area in 562 villages is below 100 per cent. of the occupied lands. The unoccupied area in the remaining 307 villages exceeds the occupied by 100 to 200 per cent. in 152 villages and by 200 per cent. and upwards in 155 villages. It is impossible to gather from the statement the exact acreage which is available with reference to the arrangement now proposed by Mr. Thornhill, but it appears that these 307 villages comprise an area of 12,21,000 acres, of which 4,56,837 are either (1) Government or Inam land in occupation, or (2) lands reserved for public purposes, leaving an extent of 7,64,163 acres unoccupied.

23. His Excellency the Governor in Council has given his attentive consideration to the plan which has been suggested for relieving the ryots of Nellore of a system which has been shown to be burdensome to them.

24. His Excellency in Council is not prepared to admit that the reserve originally suggested by Mr. Dykes, viz., one fourth of an acre waste for every acre cultivated, is so far wrong that 1½ acres waste should be substituted for it. The Board at the time proposed somewhat more than Mr. Dykes, and also that "fair average pasture" land should be selected, the surplus, if sufficient to make it worthwhile, being let annually or biennially. The first proposal (paragraph 20 *supra*) is, therefore, sanctioned, 50 per cent. being substituted for 150, and with the proviso that the overplus be rented only when of material extent.

25. The plan of putting the rents up to auction is obviously in the highest degree unpopular, and, if any better system can now be proposed, the Government are quite prepared to adopt it. They do not, however, quite understand how the plan proposed by Mr. Thornhill for advertising leases of pasture "at certain fixed rates by tender or durkhast" is to be worked. The word "tender" usually implies that the price is not fixed, but depends upon competition. This is obviously not meant here. The question then arises, how is the arrangement to be carried out? No rule is proposed for giving the preference to the ryots of the village in which the kancha exists, but if a cattle proprietor is desirous of acquiring a pasture farm out of his own village, it is not clear how it can be arranged that his durkhast or tender could be accepted in preference to that of the villagers, or, indeed, of any one else, without opening the door to some of that corruption and under-hand dealing which the Collector so emphatically declared to be the bane of the auction-system which it is now proposed to abolish.

26. The Board of Revenue will be requested to report on the how lessees are to be selected. It should be borne in mind that experience has shown that in joint rents to villagers the burden falls upon the poor, and it is important to know how the amount of rent is to be apportioned.

27. Leases to known cattle-breeders, such as the person mentioned in paragraph 33 of Mr. Thornhill's report, are clearly desirable. Probably the tract referred to is a

true "kancha" and not merely the surplus waste of a village. Leases of the latter to outsiders seem incompatible with Mr. Thornhill's system.

28. The Governor in Council has no objection to the third, fourth, and fifth proposals (paragraph 20 *supra*). The final sanction, however, must await the orders to be passed on the Board's report which should, if possible, contain an estimate of the financial result of the scheme.

29. (II.) *Fuel-reserves.*—In paragraphs 36 to 40 of his report, Mr. Thornhill epitomises the history of these reserves. It is evident that the specially selected and planted tracts near Nellore have not succeeded well, and the observations in paragraph 42 show that while the requirements and often the rights of the people met with scanty consideration in the more remote localities a great area was conserved to very little purpose.

30. The fuel-reserves are confined to the six taluqs of the principal division of the district and Kandukur in the sub-division. From Enclosure 2 to the report, the following abstract has been prepared, showing the extent in each taluq so reserved, and the amount which, under the Collector's recent orders, has been realised from them for grazing :—

Taluqs.	Number of Villages.	Extent.	Amount of grazing tax at 2 Annas per Acre.		
		ACRES.	RS.	A.	P.
Rapur	40	38,739	4,693	7	6
Gudur	30	20,310	2,434	6	4
Nellore	25	24,457	2,819	12	0
Atmakur	9	17,712	2,1[illegible]	10	0
Kavali	20	21,251	2,544	4	6
Udayagiri	12	15,82[illegible]	1,652	13	0
Kandukur	9	15,285	1,035	12	0
Total..	145	1,53,576	17,357	1	4

31. In column 3 of this statement are included 13,588 acres in seven villages which were not sold, either because the villagers refused the lease, or for other reasons, so that the sum actually realised was obtained from 1,39,988 acres. This differs slightly from the extent and assessment entered in the abstract in paragraph 12 *supra*.

32. Mr. Thornhill would retain all the reserves, treating those outside a radius of twenty miles from Nellore on the same principle as the "kanchas," with the additional rule that no wood-cutting should be allowed, and no goats should graze on them. The reserves within the twenty miles radius should, he thinks, be divided into lots, and let for cutting at the rate of one-eighth of the whole in each year, the portions so cut being kept free from cattle till they have shot up again. This is the principle observed in Striharicottah referred to in paragraphs 53 to 56. The jungle there in the periodical cuttings is not entirely denuded, but sufficient left to afford shade and protection to the young shoots.

33. The question of leaving sufficient wood for the ryots' domestic purposes has not been touched upon, but it is observed from Enclosure No. 1, which gives the particulars of reserved wood, etc., in the Rapur Taluq, that out of the unoccupied area

about 12,000 acres were set aside with this object in addition to the 20 per cent waste over and above the extent to be reserved and sold as "kancha."

34. The Governor in Council observes that there has evidently been much misapprehension and mismanagement about these fuel-reserves. It was never intended to deprive the ryots of land really required for pasturage, and reserves appear to have been created wholesale, and often where they were not wanted.

35. Before any further measures are adopted, the Government resolve to depute the Inspector of Forests to visit and report upon the fuel-reserves of the district. This report should be submitted through the Board of Revenue. From what Mr. Thornhill says of the Striharicottah jungle, it is desirable that this important source of supply should also be professionally examined, and Captain Walker should take the opportunity of inquiring into the subject of planting the Casuarina along the coast northwards to Nellore. Madras is now largely supplied with this wood, and as the coast canal will before long be opened to Kistnapatam, plantations of Casuarina may advantageously supplement existing coast jungles. He will notice Mr. Thornhill's recommendation (paragraph 55 of the report) that seeds of the best kind of trees might be sown after each felling at Striharicottah.

36. In the mean time, the immediate pressure has been removed by the somewhat summary arrangement of the Collector, and matters may continue as they are till the Government have before them the further report now called for.

37. The thanks of Government are due to Mr. Thornhill for his able and valuable report.

(Signed) C. G. MASTER,
Acting Secretary to Government.

Exd. F. R. Bantleman.

Madras, 20*th March* 1874.

From

G. THORNHILL, Esq.,
First Member of the Board of Revenue,

To

C. G. MASTER, Esq.,
Acting Secretary to Government, Revenue Department.

Sir,

I have the honour to submit the Report called for in Proceedings of Government, dated 22nd January 1874, No. 98, and to state that, in accordance with the instructions conveyed therein, I left Madras on the 31st of January and arrived at Nellore on the 2nd February.

2. After consultation with Mr. VansAgnew, the Collector, and some of the leading Native officials, I started on a tour in company with Mr. VansAgnew, in the course of which I visited portions of the taluqs of Gudur, Rapur, Atmakur, and Nellore, and inspected some of the best grazing farms and fuel-reserves in each. I subsequently made a short tour in the delta of the Pennair in company with Mr. Rundall, Deputy-Director of Revenue Settlement, and visited some of the villages in which the assessment under the new settlement has been largely enhanced.

3. The subjects on which I was directed to report were the kanchas or grazing farms, the fuel-reserves, and the incidence of the new settlement.

4. The two first-named subjects are very closely allied to each other, but as they have at times been treated from separate points of view, I propose to treat of each distinctly.

5. Kanchas or Grazing Farms.—In respect to the kanchas or grazing farms of Nellore, although they have formed the subject of very voluminous correspondence as noted in the margin, a few lines explanatory of their later history may not be out of place.

G. O., 27th March 1858, No. 400, in Con., 30th March 1858, R. D.
Proceedings of the Board of Revenue, 18th June 1859, No. 2,543.
Proceedings of Government, 2nd May 1860, No. 701, R. D.
Board's Proceedings, 21st January 1862, No. 488.
Do., 17th March 1864, No. 1,671.
Proceedings of Government, 29th August 1864, No. 1,561, R. D.
Proceedings of Government, 2nd September 1865, No. 2,071, R. D.
Board's Proceedings, 2nd September 1867, No. 5,688.
Memo. on the Pullary-tax in Nellore submitted to Government with Board's Proceedings of 2nd September 1867, No. 5,688.
Proceedings of Government, 13th November 1867, No. 2,676, R. D
Board's Proceedings, 18th July 1868, No. 5,236.
Proceedings of Government, 3rd July 1869, No. 1,902, R. D.
Do. 13th November 1869, No. 2,957, R. D.
Do. 25th January 1870, No. 136, R. D.
Do. 14th May 1870, No. 709, R. D.
Do. 19th October 1871, No. 1,819, R. D.
Do. 8th January 1873, No. 13, R. D.
Do. 5th March 1873, No. 258, R. D.
Board's Proceedings, 2nd August 1873, No. 386, R. D.
Proceedings of Government, 13th August 1873, No. 1,480.
Do. 3rd December 1873, No. 839, R. D.
Do. 22nd January 1874, No. 1,344, R. D.
Do. 22nd January 1874, No. 98, R. D.

6. From the beginning of the century, pullari or pasture-tax had been collected in Nellore in common with many other districts. Originally it was levied as a capitation-tax on all cattle, except those employed in tillage; it was subsequently commuted into a fixed sum on each village, and the details of the tax seem to have been modified from time to time; but, under one name or another, the cattle were taxed up to 1867.

7. At the same time, certain large grazing tracts in the western part of the district, entitled kanchas, had always been rented out for pasture, and, when the pullari-tax was abolished, these grazing farms still continued to be leased out as such.

8. Although the abolition of the pullari-tax in Nellore had been often proposed, it was not until 1867 that it was finally put an end to, and even then, in lieu of pullari it was determined that, after allowing to the villagers, as free pasture, a tract of waste land equal to 30 per cent. of

their cultivated area, the remaining waste lands should be rented out for grazing to the highest bidder, the kanchas or extensive grazing tracts, which were already rented, not being affected by the order.

G. O., 13th November 1867.

9. The system then adopted, with some further modifications recently made in connection with fuel-reserves, is still in force, and it is to that part of it which provides for the yearly sale by auction of the surplus lands in each village that Mr. Dykes has taken exception in his letter to the Secretary of State, and to which Mr. VansAgnew alludes in his letter to the Board.

13th June 1871.
G. O., 19th October 1871.

10. The drift of Mr. Dykes's letter is to point out that in renting by auction the surplus grazing lands of the villages, instead of giving the villagers the prior right of occupancy on lease at a fixed rate per acre as proposed by him, the said villagers are placed at the mercy of any outsider who may have a grudge against them; that their herds are liable to be deprived of their natural grazing grounds; and that their very existence as cattle-breeders is at stake. Mr. Dykes further urged it as his belief that, had his views been fully understood, they would not have been set aside by the Board and Government.

15th October 1872.
G. O., 4th April 1873.

11. In reviewing Mr. Dykes's letter, the Government pointed out that their decision had been arrived at after full consideration of all that Mr. Dykes had written on the subject; but, in appreciation of Mr. Dykes's continued interest in his old district, directed the Board to call for a further report on the working of the system from the present Collector.

12. This report has been furnished, and Mr. VansAgnew states that, after extended inquiry, he has come to the conclusion that the result of the auction-system has been rather to lower the rates paid for grazing grounds than to enhance them; that it has not had the effect of depriving the villagers of their occupancy, as, with but few exceptions, the tenancy remains with the same people; and that it has had no appreciable effect, one way or other, on cattle-breeding. But Mr. VansAgnew agrees with Mr. Dykes in his view that the auction-system is hateful, in the extreme to the villagers, and that the undefined demand to which it gives rise against the poorer ryots is productive of many evils; and recommends that the grazing lands be classified and assigned to the villagers in proportion to the amount of their respective puttas; he makes this recommendation in the belief that even if the grazing rents were entirely abolished,—a course which he would prefer,—the poorer ryots would still be made to pay for the benefit of their more powerful neighbours and for corrupt officials.

15th October 1872.
G. O., 4th April 1873.

13. In consequence of this report the Government directed a Member of the Board of Revenue to investigate the matter on the spot, and the result of the investigation is given below.

14. There is no doubt that the system of leasing all surplus grazing lands by auction is thoroughly unpopular, and that, as a general rule, it has failed to throw open the pastures of the western taluqs to the free use of the cattle-owners on the coast; at least in the way contemplated by the originators of the scheme.

15. The cattle of the eastern taluqs no doubt resort in large numbers to the western pastures; but, as a rule, their owners enter into private arrangements with the inhabitants of the western villages who themselves rent the pastures from Government.

16. The prices realized at auction are certainly, as shown by Mr. Dykes and Mr. VansAgnew, on an average less than they are worth, and less than the villagers would willingly pay for them by private arrangement with the Government.

See Statement.

17. That this view is not a mere speculation is proved by the fact that when, in last year, Mr. VansAgnew offered the grazing* of the fuel-reserves to the villagers, they willingly and unanimously agreed to pay two Annas per acre for the simple right of grazing cattle in those tracts, agreeing to exclude all goats and to prevent wood-cutting. This was done not in a few favourably situated villages, but in villages scattered all over the districts, some of them far in the west in the midst of most extensive jungles and pasture land. The rent was agreed to cheerfully to avoid the annoyance of competition and to rid themselves of the presence of the wood-watchers who had been appointed to watch the fuel-reserves and to exclude all cattle from them.

* Note.—To be more particularly noticed under the head of fuel-reserves.

18. As regards pasture lands the district may be divided into two portions, viz., the eastern or sea-coast taluqs and the inland or western taluqs: the former are more thickly populated, and have a much larger proportion of their area cultivated than the latter. There is much wet cultivation, especially in Nellore and Gudur, and during the chief cultivating season, viz., from September to February, there is but little space for cattle-grazing.

In the latter, the area is very largely occupied by jungle and grazing ground, and the pasture is no doubt far in excess of the wants of the local population.

19. From time immemorial, a portion of these lands have been classed as kanchas or pasture farms, and have been habitually leased out by the State sometimes to strangers and sometimes to the villagers themselves for certain fixed money-rents. This practice prevailed even when the pullari or cattle-tax was also in force; but these lands (the true kanchas) bore but a small proportion to the ordinary waste or pasture lands of the country, over which the villagers who paid the pullari-tax had grazing rights.

20. Under the existing rules, the old kanchas are still rented, and to them have been added the ordinary waste lands of the villages; an extent equal to 30 per cent. of the cultivated area of each village alone having been excluded from the rent and assigned as free pasture for the village cattle.

21. When the pullari-tax was in force the villagers had the free run of all the waste, and, though they have been relieved from the tax, they feel the restriction to the narrow limits of the 30 per cent. as a hardship. They are willing to pay a fair rent for the pasture; but they dread the chance of being out-bid by others at the annual auction.

22. Had the 30 per cent. waste been always fairly allotted, it would still have been a short allowance for cattle accustomed to a much wider range; but, as a matter of fact, this 30 per cent. was often of late years much trenched upon.

23. During the latter part of Mr. Dykes's incumbency of office, and during the time that the late Mr. Boswell acted as Collector, great attention was paid to the extension of fuel-reserves; and in not a few instances the subordinate officers, in their zeal for forming eligible reserves of wood, did not hesitate to curtail the free pasture, and every odd corner of unoccupied ground, whether suitable for grazing or not, was included in the 30 per cent.

24. Mr. VansAgnew informed me that he had rectified many instances of this kind that had come to his notice; but I am able to speak from my own knowledge in the matter from having accidentally come across an instance. In riding through the village of Iyavaripally, I asked the village authorities to point out their free pasture lands. They showed me a tract of wretched saline land, with little or no grass in it; and on inquiring the extent, I found it was not more than 20 per cent. of their cultivation, while a tract of jungle, with fair pasture in it, belonging to the village, had been taken up to round off the adjoining large fuel-reserve of Prabhagerryputnum.* Of course, the Collector was unaware of this and similar abuses, but the subordinates in their zeal thought to gratify him by showing a good tract of reserved wood.

* In Atmakur Taluq, about 25 miles from Nellore.

25. The desire of the western villagers to retain the waste lands in their own possession does not arise solely or even principally from the want of pasture for their own cattle. A much less extent than they hold would suffice for that. They have considerable herds of their own, and deal in cattle on a moderate scale; but, as a rule, I am told that the herds of the eastern villages are larger than those of the western, and that the principal dealers in cattle belong also to the coast taluqs.

It must be remembered the cattle of the more noted breeds are only found in the northern taluqs, where there are no such extensive pasture lands as are here treated of, and to which part these remarks have but little application; there the herds are small, and the choice cattle are mostly home-reared and well cared for under the immediate eye of the owners.

26. But the western villagers have always made a considerable profit by sub-letting the rights of pasture in their villages to others bringing cattle from a distance. In cases of large owners a considerable tract of pasture land will be handed over for their use at an enhanced rate; whereas in the case of smaller owners the villagers sometimes charge a certain rate per head, which includes the entire care of the animals.

27. The arrangement in the case of small owners is obviously a convenient one, and at the same time is a source of profit to the western ryots.* The rates charged are somewhat high, and are, to a certain extent, complained of; but as the coast ryots have taken so little advantage of the auctions in securing pasture lands direct from Government, it may be presumed that the system has its advantages, not the least of which is that it secures the good-will and co-operation of the people in whose neighbourhood the cattle graze, and averts their enmity and the evils which might result therefrom to the cattle.

NOTE.—About one Rupee a head for the season of six months.

28. In re-arranging the system under which these pastures should be distributed, the ends to be kept in view are—

(1.) To secure to the residents of each village free pasture for their own cattle, to the full satisfaction of their wants, so far as it is available within the limits of their respective villages.

(2.) To place the surplus pasture lands of the western taluqs at the disposal of the cattle-owners on the coast on payment of a moderate grazing rent in the manner most convenient to all concerned.

(3.) To take the necessary precaution to prevent any interference with the proper extension of cultivation.

29. When the system of leasing the pastures by auction in lieu of pullari was first discussed, Mr. Dykes proposed that an extent of pasture land equal to one-fourth of the cultivated area should be granted free to the villagers. The Board increased that allowance to 30 per cent., and it was then assumed that a sufficiently liberal concession had been made. I think the assumption was erroneous, and, as I have pointed out above in paragraph 23, the so-called 30 per cent. had often been curtailed.

30. I would now suggest that all grazing rents should be abolished, except in villages where the surplus is so large as to be really worth letting out in separate lots. I think that, as a rule, where the waste does not exceed 150 per cent. of the cultivated area, it should be left to the villagers free. I think that where the waste exceeds the latter extent, a tract equal to 150 per cent. of the cultivation should be set aside as free pasture for the villagers, and that all in excess of that should be divided by the Collector into convenient lots and advertised to be let for pasture at certain fixed rates per acre by tender or durkhast. With a view to fixing the rates, the grazing lands must be roughly classified. This the Collector informs me that he sees no difficulty in accomplishing. The rates should be, I think, Annas 3, Annas 2, and Anna 1 per acre. The higher rate of 3 Annas is not too high for the best lands I know, as it has been offered by more than one cattle-owner, and it is far less than is often paid now as sub-rent to villagers; and as none but really fair grazing lands will be leased out, I do not think 1 Anna can be thought too high for a minimum.

31. I would recommend that leases should run for five years, and for a longer period in some exceptional cases to be described hereafter; and that during the currency of these leases the land should not be available for cultivation on durkhast. This last condition may be thought perhaps to trench on the acknowledged privileges of the villagers; but I think that ample provision for the extension of cultivation for five years will have been made if the tract set apart for free pasturage, equalling 150 per cent. of the cultivated area, is also available for occupation by intending cultivators.

32. The cases in which still longer leases should be granted would be those in which owners of exceptionally large herds in the coast taluqs might be allowed to rent pasture lands for terms of ten years.

33. There are at present some instances of this nature: I know of one ryot of the Nellore Taluq, owner of upwards of 1,000 head of cattle, who holds on lease a kancha in the Rapur Taluq of some 3,000 acres in extent. It has been in the possession of his family for upwards of thirty years, and they have spent considerable sums in digging tanks and wells for the supply of the cattle in the dry season. It is but right that a man in his position should have some security against being out-bid at auction for his pasture, and that he should not be liable to have a patch of land in its midst taken up for cultivation. Mr. VansAgnew presses this point much. He is desirous that he should be enabled to assign to such men long leases of good pasture farms. He would extend the term to twenty years and upwards, but I am myself of opinion that it would not be politic to anticipate the future so far; ten years would, I think, be enough.

34. I have proposed that these lands should be classified roughly and let by tender or durkhast in preference to being put up to auction. The latter system has, I think, clearly failed to fix the true value of the land, or to produce any good result; on the other hand, it has proved a fertile source of ill-feeling and discontent amongst the people, and should be avoided in future. It is, I think, the very worst system that can be adopted for renting out farms of any kind. We have had ample proof of its ill-effects in the case of Abkari farms, fishery rents, and the like.

35. The above propositions have been made after frequent discussions with the Collector, with the Deputy-Director of Revenue Settlement, with the leading Native gentlemen employed in both departments, and with others independent of the Government service, and I think they will fairly meet the wishes of all.

Should the Government approve of their general principle, I would suggest that in carrying them into effect the Collector should have some latitude of discretion as to details. Many points may arise in giving practical effect to rules of this nature which are most readily disposed of by officers possessing local knowledge and experience.

36. FUEL-RESERVES.—The question of encouraging the growth of wood for fuel on waste lands seems to have been first raised, with any degree of earnestness, in 1863.

The order of Government, publishing a Minute of Sir W. Denison, dated 6th November 1863, No. 1,994, called the attention of all Collectors to the subject, and, as far as Nellore was concerned, led to certain propositions by Mr. Dykes, the Collector, which are recorded at length in the Proceedings of the Board noted in the margin.

Board's Proceedings, 10th September 1864, No. 6,124.

37. Mr. Dykes's original proposition was to occupy within a radius of ten miles of the town of Nellore an area of 17,500 acres of waste land for the production of firewood for the use of the town-population. This area, he calculated, would be sufficient when planted for a permanent supply of fuel for the 25,000 inhabitants of Nellore, and he estimated that the price of the article would be reduced by the difference of cart-hire between a maximum of ten miles and one of twenty-five miles, from which distance firewood was then being carted.

Proceedings of Government, 21st March 1866, No. 689.

38. Correspondence as shown in the margin went on, and in February 1866 Mr. Dykes reported the beginning of his experiment.

He had tried the effect of sowing tree-seeds in 30 acres of land which had been cleared and ploughed, but, though sown twice over, few of the seeds had germinated.

The 30 acres.

He had marked out a selected tract of 7 acres which he had caused to be watched and strictly protected from cattle and wood-cutters with a view to ascertain the kinds of wood that would grow most rapidly, and had divided into sections, by clearing straight lines of road through the jungle, some 7,000 acres of woodland within a short distance of Nellore. He had appointed four watchers to protect the wood from being cut; and he contemplated the future exclusion of cattle, so far as might be necessary, when the cattle-tax should have been abolished.

The 7 acres.

39. In 1867, Mr. Dykes reported that he had taken up and reserved 26,000 acres of woodland in the country south of the Pennair, and Mr. Boswell, who temporarily succeeded him, did the same with 23,000 acres on the north bank of the river. The 30 acres, the original plants of which had proved a failure, was again planted, and this time with better immediate results. It was also reported that the wood on the 7 acres was "coming on wonderfully well" the cattle having been fully excluded.

G. O., 6th August 1867, No. 1,803.

40. In December 1867, Mr. Boswell reported fully on the jungle conservancy of the district. From his letter it appears that the 30-acre experiment had again failed, but that the 7-acre lot was doing well.

Board's Proceedings, 21st March 1868, No. 2,022.

He also reported on the reserved tracts elsewhere. These consisted of the 26,000 acres south and 23,000 acres north of the Pennair already alluded to, and of a "still further extent" in other villages, the area of which is not given. From these tracts cattle and wood-cutters had been rigidly excluded, but Mr. Boswell was satisfied, from the reports he had received, that these reserves did not interfere with the wants as to pasture, of the villagers. On the understanding that all undue pressure on the agricultural classes had been removed, the Board approved Mr. Boswell's proceedings.

NOTE.—From statements subsequently prepared, the total extent reserved was found to be 149,000 acres ! !

Board's Proceedings, 21st March 1868, paragraph 7.

41. The system then inaugurated continued in force until Mr. VansAgnew, the present Collector, visited the parts of the district affected, and found that the people complained loudly of the hardships which they suffered by the exclusion of their cattle from the reserved tracts. He informed me that in every village he was met with the same complaint that the cattle were excluded from grazing lands in which they had always been pastured, and that on their beasts straying into the forbidden limits they were ruthlessly impounded by the watchers. He found that, in some instances, the allowance of 30 per cent. of the cultivation had been trenched on to make up these reserves; in others that land, quite valueless as fuel-reserve, from the scantiness of the wood, but affording good pasture, had been taken up; and that in others where the wood was of better growth the exclusion of cattle was quite unnecessary, in a conservancy point of view, from the trees and shrubs being of sufficient height to be beyond the reach of serious damage.

42. Finding matters in this state, and that Mr. Boswell had been kept entirely in the dark as to the feelings of the people and as to the real working of the system, Mr. VansAgnew entered into arrangements with the villagers to remove the watchers and to rent to the villagers themselves the right of grazing in the reserves at the rate of 2 Annas an acre all round, the renters undertaking to prevent all wood-cutting in those tracts and to exclude all goats, the only animals really destructive to trees. The villagers gladly accepted these terms, and have, I believe, faithfully abided by them. I passed through a large extent of reserved jungle during my tour, and saw nothing to induce the belief that the conditions had been violated, nor did I hear any complaints that the rent was too high, although it is considerably higher than the average paid for the kanchas that had been let by auction. What I saw fully bore out what Mr. VansAgnew had told me. I found in some reserves the wood well grown and far above the reach of damage by the cattle, but with excellent grazing between the bushes. I found instances in which the people had been deprived of even their acknowledged rights as to pasture to swell a jungle where there was no demand for fuel; and I found some tracts set apart as fuel-reserve, which had only an occasional shrub here and there, and which, after six years' conservation, would not yield half a cart-load of fuel to the acre.

43. Mr. VansAgnew should no doubt have reported the changes he had introduced to the Board and Government, but I certainly think he is deserving of credit for not hesitating to put a stop summarily to a state of affairs which he found to be as unnecessary as oppressive, and which had resulted in a manner so widely different from what had been anticipated by those who framed the rules and those who sanctioned them.

44. The map and statements which accompany this will show the system adopted by Mr. VansAgnew and the existing state of affairs.

His arrangements were avowedly only temporary, and it remains to be considered what will be the best way of treating the question for the future.

45. With this view, I think it will be desirable to frame one set of rules for the district at large, and another for the country around the town of Nellore, say, within a radius of twenty miles, under which may also be included that around any other large towns to which the Collector, with the sanction of the Board, may think it right to extend them.

46. As regards the first, but very little is requisite to be done. The western taluqs, and especially those in the south of the district, are much covered with jungle. Speaking specially of Rapur, which I travelled through, I am hardly exaggerating when I say that one-tenth of the country only is cultivated, the rest being covered with jungle. The other taluqs are, I believe, as a rule, far more open, and the northern and eastern portions of the district are very bare. It is, however, in Rapur chiefly that reserves have been marked out, and to which the rules will mostly apply. So far as the wants of the local population are concerned, the reserves might well be abolished; but, with a view to the possible future wants of the country, I am of opinion that it will be well to retain the Government lien established on these reserves, wherever the wants of the people, as regards free pasture and fresh land for cultivation, have been otherwise provided for.

47. I propose, therefore, to retain them in the accounts as Government reserves. If the Government approve my proposition as regards kanchas, I would have these reserves classified with the other kanchas, and let as grazing grounds to the villagers, with the simple condition that no wood-cutting should be allowed on them, that no goats should graze in them, and that they should not be available for cultivation. Always pre-supposing that free grazing and extended cultivation shall have been provided for by an allotment equalling 150 per cent. of the present cultivation.

48. I think that by this means the Government will retain a lien on a large tract of land covered with wood, and will be able to deal with it in future as it pleases, and that without inflicting hardship on, or calling forth opposition from, any one.

49. As regards the country adjoining Nellore, it was here alone that Mr. Dykes first proposed to undertake conservancy, and here that his experiments were carried on.

The jungle tract taken up by him lies to the south and west of Nellore, where there are, I believe, some 7,000 acres of scrub jungle. The soil is red and mixed with laterite. In dry weather it hardens like stone, and in wet weather the water runs off it rapidly. It requires a very heavy and continuous downpour of rain to penetrate to any depth. This jungle has now been protected from wood-cutters for some seven years, and until less than two years ago cattle were also excluded. I rode over the greater part of it, and it is little better than scrub jungle still.

50. Along the water-courses and along the road-sides, where drains have been cut and a little additional air and moisture thus admitted to the roots, it is tolerably thick; but in other places it is very scanty; and the Wood Overseer of the district, a man of experience, estimates that it would not yield on an average more than about three cart-loads to the acre.

51. The 7-acre lot which was so carefully conserved by Mr. Dykes is a trifle thicker than the rest, but chiefly, I think, from its being in the line of a water-course; it might yield four carts to the acre.

The 30-acre lot which was sown three several times is a bare plain, with a few dwarf shrubs on it.

With a view to future felling of this jungle, Mr. VansAgnew has put down aloe-fences round the divisions, so that when cut by divisions the cattle may be excluded while the jungle recovers itself.

52. The experiment has not proved as satisfactory as was anticipated, but I do not think that it should be abandoned. I would propose that all the reserves within twenty miles of Nellore should be divided into lots and let for cutting at the rate of one-eighth of the whole in each year, and that the portions so cut should be kept free from cattle for some two or three years to allow them to shoot again. It will then be seen in the course of a few years whether the jungle will re-produce itself, and whether the price of fire-wood in Nellore will be reduced. At present the cost is high, some 5 Rupees a bandy-load. Some is brought from the north of the Pennair, and some from the jungles about Chaganum and Sydapur in the Rapur Taluq, more than twenty-five miles distant.

I think that there is wood enough between seven and twenty miles of Nellore to supply the wants of the town if the jungles will re-produce themselves in seven or eight years with a moderate amount of conservancy; but this has not yet been tried.

53. Before closing this part of my Report, I would mention that in returning to Madras by canal I visited the jungles of Striharicottah which supply Madras with so much fire-wood. The jungle is divided into eight divisions, one of which is let out for cutting yearly. It is situated, as the Government are aware, on the sandy strip of land lying between the sea on the one side and the Pulicat Lake and the East-Coast Canal on the other. The soil is sandy, but as there is everywhere water near the surface the growth of the jungle is rapid.

54. I saw the division in which wood-cutting is now going on, and remarked that a very large portion of the wood is left uncut, trees exceeding nine inches in diameter are not allowed to be felled, and the wood-cutters seem to select only the most easily worked bushes; the thorny ones are generally left; the consequence is that there is plenty of foundation for renewal and shade to protect the young shoots.

55. I visited also the jungle cut last year where the stumps of last year's cutting were shooting with vigour; even this division has more wood on it now than the best of the reserves near Nellore. Still, as Mr. Boswell remarks, it is probable that the jungle does not renew itself to the full after every cutting. I observed a good number of dead stumps and not many seedlings. I would recommend that something be done towards sowing seeds of the best kinds of trees after each felling.

56. The cattle of the resident-villagers are allowed to graze freely at all times; they are, however, few in number, and do no harm; outside cattle are excluded.

The jungle of seven years' growth and of six years' growth was very strong and luxuriant.

57. NEW SETTLEMENT.—As regards the new settlement, I am directed to report on the points raised by the Secretary of State in his despatch of the 24th July last, they are—

(1.) How far this assessment conforms to the principle of taking not more than one-half of the net produce of the soil; and,

(2.) What the selling price of land actually is in Government and Inam lands.

These points were so fully discussed from a technical point of view by Mr. Banbury, Director of Revenue Settlement, in his letter communicated to Government, with Board's Proceedings, dated 22nd November 1873, that I felt I should best comply with the instructions given to me by making a general inquiry into the causes which had led to the great inequality of rates, into the effects of the rise in rates on individual land-holders and on property invested in the land, and into the general feeling on the subject among the people.

58. With this view, I consulted freely with the Collector, the Deputy-Director of Revenue Settlement, with the leading Native officers of both departments, and with a number of the larger and more intelligent ryots and heads of villages holding land in the delta of the Pennair.

59. The first-named gentlemen were unanimous in saying that there was no doubt the settlement had been conducted with the utmost care and attention, that every step had been carefully weighed, and that nothing had been left undone which could help to the attainment of an equitable adjustment of the Government dues on the land. But all were agreed that where the increase of rates was so heavy, amounting in the case of some entire villages to a rise of more than 100 per cent. and in individual cases reaching some times to even 200 and 300 per cent., it would be impossible, without great hardship, to impose the full rates at once. It was pointed out that the rise would operate with especial hardship in the case of non-resident land-holders, and instances are known in which lands belonging to absentees have been rented to ryots for sums below the newly imposed settlement rates, and in which the owners have found it impossible at once to get even assessment as rent for them.

60. The last-named persons, viz., the land-holders themselves, were naturally not disposed to admit even the equity of the rate. They urged a variety of reasons to show that the new rates were too high, viz.—

(1.) That the soil was bad.

(2.) That the kyles or grain-measurements had not been fairly made.

(3.) That the irrigation was uncertain, the channels sometimes not receiving water till too late to enable them to cultivate.

(4.) That the silt deposited on lands irrigated direct from the Pennair was injurious to vegetation.

61. With regard to (1) the quality of the soil, I can only say that it is beyond a doubt that the classification was most carefully and accurately made. The soil, which is generally a sandy loam, is admirably adapted for cultivation with wet crops; the well-grown topes and gardens which are seen in considerable numbers near every village and the luxuriant, though uneven, growth of the crops sufficiently evidence the fertility of the soil.

62. As regards (2) the grain-measurements, these were made in far greater numbers in the Nellore than in any previous settlement. They were not made by the Settlement Department alone, but all grades of Revenue-officers assisted in taking them. They are an uncertain means of testing the productive powers of the soil at any time, but that they were fairly and equitably made does not admit of a doubt.

63. As regards (3) the uncertainty of the supply in the channels, this supply is, of course, liable to fluctuations with the seasons. In some years, as in the current season, the supply was very late, but it has never been known to come so late that a crop could not be raised, and the Nellore delta enjoys the great advantage of being freely supplied with tanks which enable the irrigation to be maintained with much regularity. The proportion of land watered direct from the river is comparatively small.*

* NOTE.—About 4,000 acres.

64. The objection (4) on the score of the injurious properties of the silt was one I was quite unprepared for. It was loudly asserted by almost all the ryots I questioned on the subject. On the other hand, Mr. Rundall, the Deputy-Director of Revenue Settlement, told me that it was only recently he had heard of it. The District Engineer, an officer of much experience, and in constant

friendly intercourse with the people, had never heard of it, and no complaint had ever been made by those holding lands irrigated from river-channels in other parts of the district.

I have since heard that the bad silt is said only to be brought from certain feeders to the river which have their rise in the Nellore District, and that it is only, therefore, when the flood are produced by local rains that ill-effects are felt. I have procured specimens of this silt from some of the channel-beds, and have submitted them to the Chemical Examiner for analysis.

65. From that officer's report, copy of which I beg to annex, it would appear that the specimens submitted contained nothing injurious to the growth of rice. From this, I think, it may be inferred that the fears of the ryots on this point have been greatly exaggerated. I do not suppose that their impressions are absolutely groundless. There is generally some substratum of truth in such beliefs; but I do not consider that any modification of the settlement should be made in consequence.

66. In considering the causes which have led to the great inequality of rates throughout the district, it is necessary to look back to its earlier history.

This will be found given at length by Mr. Rundall, and in a more condensed form by Mr. Banbury. It is only necessary, therefore, here to point out that during the management of Mr. Travers and Mr. Fraser, which lasted upwards of twenty years, although there were frequent changes, the rates seem to have been on the whole too high.

67. This was recognized by Mr. Smalley who endeavoured to introduce a more regular survey and settlement, in the course of which great reductions were made in some parts of the district, chiefly in the Nellore and Gudur Taluqs. His operations were, however, stopped by the Board of Revenue, and the result was that the villages which had been re-settled by Mr. Smalley were held on far more favourable terms than the rest of the district.

68. When Mr. Stonehouse succeeded, extensive alterations were proposed, but, except in so far as the Oodiagherry Jaghire was concerned, nothing was done.

The inequalities produced by Mr. Smalley's operations continued, and when in Mr. Elton's time it was found necessary to afford relief, the relief was given in the form of a percentage reduction of rates all round, no regard being had to the relief previously given by Mr. Smalley's; and the consequence was that the Nellore, Gudur, and some other villages, had their assessments reduced beyond all reason, while the relief afforded elsewhere was only perhaps what was really needed. This course was opposed by Mr. G. N. Taylor, Acting Collector at the time, but was nevertheless carried out.

69. The above will, I think, account in part, certainly, for the existence of the enormous discrepancies which were found to exist when the district was subjected to the strict scrutiny of the Settlement Department under Mr. Rundall. The effect of these operations has been, of course, a very large increase in the assessment of the previously favoured villages, amounting in the case of the Nellore Taluq to upwards of 60 per cent. in the wet lands under the anicut.

In the case of individual villages the increase sometimes exceeds 100 per cent., and in individual holdings instances are found, rare only of course, in which an increase of more than 300 per cent. will occur.

See Appendix to Mr. Rundall's Report.

70. However equitable in theory an increase of this kind may be, there can be no doubt that the sudden imposition of it would operate with great harshness. Even in the case of resident-cultivators, who realize the whole produce of their land, it would be very oppressive to call on them suddenly to treble and quadruple their contributions to Government; and in the case of non-residents, who may have purchased land, and who sub-let it to the resident-ryots, it would amount almost to confiscation, as it would be in the power of the residents to refuse to pay rent even equalling the Government demand, and it would be out of the power of the owner suddenly to make other arrangements for its cultivation.

The general feeling on the subject may be gathered from my remarks in paragraph 59 above.

71. It remains now for me to suggest what appears to be the best way of meeting the difficulties of the case.

I have endeavoured to show, and I fully believe, that the settlement has been framed with great accuracy, and that, so far as it is at all possible, the burdens on the land have been equitably and fairly distributed. It has been framed under exceptionally favourable circumstances, having been under the direction of one and the same officer from beginning to end; and I am only repeating the universal feeling when I state that it would have been impossible to select one more competent to the task than Mr. Rundall, the department has not, and never has had, a better officer.

72. Under these circumstances, I would not recommend that one figure of Mr. Rundall's settlement should be altered. There is no ground whatever for relieving the Nellore ryots of their fair share of the burdens of the State. Their country is fairly supplied with roads; it has an extensive sea-board, with many ports frequented by Native trading vessels, and accessible to European ships if there were a call for them, and it will, in a few months, be in possession of a line of inland navigation with Madras. The East-Coast Canal will be opened to Kistnapatam by the end of this year, and the entire rice-producing area will then have inland water-carriage to the capital within a reasonable distance.

Independently of this, there is always a local market for the produce of the delta in the town of Nellore and in the inland parts of the district, where but little rice is grown, and where the price is always higher than on the coast.

73. The irrigation of the tract is exceptionally good, combining as it does the advantages of both river and tank-supply. The works of distribution have been well designed, and are being improved and extended year by year. There are, of course, some places where the larger supply channels have temporarily intercepted the old local supply of water to the land; but these are quite exceptional, and will be remedied as soon as possible; in the meantime, they should receive a temporary abatement of assessment.

74. In his letter, reviewing Mr. Rundall's Report, Mr. Banbury proposed to increase the assessment on some of the wet lands "by raising the grain-values and by altering the money rates in a few instances," the result of which was, "as regards first-class villages, to raise the assessment above that proposed by Mr. Rundall by Rupees 18,867, and to raise the average rates per acre from present average of Rupees 4-2-3 and from Mr. Rundall's average of Rupees 5-14-6 to Rupees 6-5-4," and the Board and Government acquiesced in the arrangement.

Paragraph 46, et. seq.
Paragraph 69.

75. In discussing the point with Mr. Rundall, I found that he acknowledged the fairness of Mr. Banbury's reasoning, and that he had concurred in the alteration proposed by him. Mr. Rundall, however, pointed out that the increase would fall on those lands which had already had their assessment very heavily raised; that much of the land so treated would have its rate altered from 6 to 7 Rupees; and he thought that if alleviation of rate were to be allowed anywhere, it should be here.

See paragraph 68, Mr. B.'s report.

76. Another reason has occurred to me for retaining Mr. Rundall's rates, viz., that the lowness of the grain-values perhaps only fairly represented the returns from the land which are probably low in comparison to the fertility of the soil, owing to the very inferior nature of the agriculture.

77. Except in the immediate vicinity of Nellore, it appeared to me that the cultivation of the land in the delta was much below par.

Many of the fields in which paddy was growing were choked with weeds to an extent which must have materially diminished the return from the crop.

In others, the crop, although luxuriant in places, was very uneven, some parts being far in advance of others, owing no doubt to the system of transplanting not being practised.

The crop is sown broad-cast; it comes up unevenly, and the thicker patches are thinned out, and the plants stuck in elsewhere. I believe, too, that the ryots in the delta have, as a rule, more land than they can properly cultivate, and hitherto the rates have been so low that they did not feel the burden of a little extra land. They have a great, but not unnatural, jealousy of allowing strangers to get afooting in their lands; the consequence is that every acre in the delta, whether cultivated or not, is held on putta at the taram rates. Large tracts of grass-land are so held at Rupees 1-4-0 and at Rupees 1-2-0 an acre.

Under these circumstances then, I think that it would be well to adhere to Mr. Rundall's rates, even if below what they strictly might be increased.

78. Further, with a view to meet the hardship which would follow from the immediate introduction of the new assessment in cases where the increase of rate is very high, I beg to submit a scale prepared by Mr. Rundall, in communication with the Collector and myself, for the gradual enhancement of the rates where the increase is exceptionally heavy. If this scale is accepted, the imposition of new rates would, in cases of the greatest increase, viz., 300 per cent., be extended over twenty years by gradual increments imposed after intervals of three years.

When the increase amounted to 200 per cent., it would extend over fifteen years, 100 per cent. over ten years, and so on. This scale would be applicable only to the tract irrigated from the Pennair anicut and the Nellore tank, which includes almost all the cases of excessive increase on assessment, and it would apply to all cases in which the puttas exceed Rupees 50.

79. In cases of excessive increase beyond the tract in question, and in cases where the puttas are below 50 Rupees, a simpler scale may be adopted; the realization of the increase being extended over five or ten years at the discretion of the Collector and the Settlement Officer. Indeed, a very liberal discretion in all matters relating to the introduction of the new settlement should be accorded to the local officers. Both Mr. VansAgnew and Mr. Rundall are fully impressed with the necessity of liberal treatment in this respect, and the joint interests of the State and the people may be safely left in their hands.

80. I was instructed further to inquire into the present selling value of land in the district, but I regret that I have not been able to ascertain anything in addition to what has already been recorded by Mr. Rundall and Mr. Banbury.

The few sales recorded by Mr. Rundall after searching the records of the Civil Court and the Registration Office do not certainly represent the true value of land.

As remarked by Mr. Banbury land in Nellore and throughout the northern districts generally but rarely changes hands by means of sale, and there is no recognized selling value as there is in the more southern districts.

It is remarkable that sales of land for arrears of revenue are almost unknown in the delta. Personal property is sometimes sold, but land though often attached is invariably redeemed before the day of sale.

Any argument, therefore, based on the few recorded sales could only mislead.

81. To conclude, I will briefly recapitulate the substance of my recommendations:—

(1.) In the matter of grazing (1) rents, I would advise that, in all villages where so much is available, an extent equalling 150 per cent. of the cultivated area be left for the free pasture of cattle belonging to villagers of all classes and for extension of cultivation. That the surplus be divided into convenient lots, and let on 5-year leases by tender under the immediate orders of the Collector. That the Collector should have discretion to lease out certain tracts as grazing farms by private contract to the owners of large herds of cattle on leases not exceeding ten years.

That for the purposes of these rents and leases the lands set apart for grazing should be roughly classified into three classes, the rents for which should be 3 Annas, 2 Annas, and 1 Anna per acre, respectively. The extent of grazing land, as compared with cultivated area, should be carefully scrutinized at the end of each lease, and in the event of any real increase in cultivation having taken place in the meantime the area available to the villagers should be adjusted by a corresponding decrease in the area available for grazing rent.

82. In the matter of fuel-reserves, (2) I would recommend that over an area included within a radius of twenty miles round Nellore, the reserves should be divided into lots and rented out for wood-cutting in such proportion that about one-eighth or one-tenth would be available for cutting in each year, and that after the cutting the necessary precautions should be taken for excluding cattle for three years to give the young wood time to shoot again. After which the jungle should be treated as grazing land available for rent. I recommend this, in order that the experiment organized by Mr. Dykes may be fairly carried out to its conclusion. With respect to the remainder of the district, I think that all lands now classed as "reserve" should be retained under that head, with careful adjustment from time to time to meet the wants of extending cultivation. It should be clearly understood that they are available for Government purposes at any time. Goats should be excluded and wood-cutting prohibited; but in other respects they should be treated like other waste lands and leased out as grazing farms in common with them.

83. In the matter of the new settlement, (3) I recommend that Mr. Rundall's settlement rates be retained without modification; that the addition proposed by Mr. Banbury in paragraph 69 of his report, amounting to Rupees 18,867, be remitted; and that to meet the hardship which would be felt by the immediate introduction of rates greatly exceeding those hitherto levied, a scale for their gradual enhancement be adopted: that in cases where the increment is greatest the introduction be extended over twenty years; and that great latitude of discretion be given to the local officers to meet individual cases of enhancement in the most liberal manner.

84. I need hardly add that I received every assistance in the prosecution of my inquiries from Mr. VansAgnew and Mr. Rundall and from the subordinate officers attached to their respective departments.

I have the honour to be,
Sir,
Your most obedient servant,

V. Moncrieff

First Member
Board of Revenue
on Special duty

STATEMENT showing the Scale for the gradual imposition of the new Settlement in the Anicut Villages of the Nellore and Gudur Taluqs, applicable to all Puttas from 50 Rupees and upwards.

Percentage of Increase over present Rates of Settlement.	YEARS.																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
	Proportion to be charged each year until full increase is obtained.																			
300 ...	33	33	33	66	66	66	100	100	100	133	133	133	166	166	166	200	200	250	250	300
200 ...	33	33	33	66	66	66	100	100	100	133	133	133	166	166	166	200				
100 ...	25	25	25	50	50	50	75	75	75	100										
75 ...	25	25	25	50	50	50	75													
50 ...	25	25	25	50																
25 ... and under.	25																			

(Signed) G. THORNHILL.

From Surgeon W. MACRAE, M.B., M.C.M.A., Ag. Chemical Examiner, to G. THORNHILL, Esq., First Member of the Board of Revenue, dated Madras, 20th March 1874, No. 94.

In reply to your Miscellaneous No. 1,416, dated 2nd instant, I have the honour to inform you that I have examined the specimens of silt referred to, the result being that, in my opinion, they contain nothing that would be injurious to the growth of rice.

2. The ingredients in a soil that would be directly injurious to crops, if in large proportion, are the ones soluble in water, and I find in a re[illegible] work on the subject that "more than 2 per cent. of soluble salts indicates a rather excessive [illegible]ossibly injurious amount of saline matters in the soil."

3. There was considerable difficulty [illegible]ng the quantities of soluble matters in the samples of silt, in consequence of the finely divided [illegible]ssing through the filters along with the solutions.

4. The proportions obtained were 0·[illegible] per cent. from silt No. 1, 0·4 from No. 2, 0·33 from No. 3, 0·44 from No. 4, and 0·36 per cent. from No. 5.

5. In all, the soluble salts were the same, namely, chloride of sodium, chloride of calcium, sulphate of calcium, and a little carbonate of calcium and sulphate of magnesium. There may have been a little potash salt and phosphate, but in very small proportion.

6. Agricultural soils must contain these compounds, as they are needed for the nutrition of plants such as paddy.

7. The bulk of the five specimens consisted of fine clay and carbonate of lime, with a little sand, forming soils known as marls.

(True Copy.)

(Signed) G. THORNHILL.

Rev: 1874: Dept

No 1044.

From

G. Thornhill Esqr:
First Member
Board of Revenue

To

Acting Secretary to
Government Rev Dept

Dated
Recd } 20 March 1874
Read — 30. — " — "

Encls. 7 Statements &
½ Maps.
* Sent to Revt Pr Office, with Regn
Memo of 12th January 1875 -
with 5 Spare Copies.
o Returned under Cover to the
Registrar Genl Off office 18/1/75

B No 1390 - 5 November 1874

Kanchas or Grazing
farms - of Nellore district
& reserves and incidence
of New Settlement, - Report
called for by Government
on - submitted -

11.

R.C. 4th Oct/74
R 15/9/74 RC 28th R 14th Oct
8th July/74 R 13th R.C. 17/7/74

provided the Excess were sufficiently
Extensive to render it worth while to
do so.

23

NOTE BY THE HON. J. D. SIM, C.S.I.

Mr. Thornhill's Report.

I HAVE already separately noticed so much of Mr. Thornhill's report as relates to the revision of assessment in Nellore. My present remarks will, therefore, be limited to those parts of it which concern the "Kanchas" or grazing tracts and the fuel-reserves.

2. In Nellore, from the first assumption of the district up to 1864, a tax was levied on pasturage in the form of a capitation-tax on the cattle and the rental of tracts of natural pasturage. The former was called "Pullary," and appears to have yielded something like 80,000 Rs. yearly. When it was abolished, the Government, as a set-off, directed that the waste in each village in excess of 30 per cent. of the cultivated area (which was left free for the ryots' cattle) should be rented out to the highest bidder. I am unable to make out from Mr. Thornhill's letter and statements what this waste has been bringing in; but it is quite clear that the gain has been very considerably in favor of the ryots; *i.e.*, that they have or can have the privilege of pasturing their cattle over the *whole* waste of their villages for considerably less than they used to pay for it under the form of Pullary. In this respect, therefore, they can have nothing to complain of.

3. Mr. Dykes objected to the auction-system, because he believed that mere speculators would outbid the villagers and cattle-breeders of the district, and thus, securing possession of the pasturage, exact excessive charges for the grazing. The present Collector declares, as he has done before, that this is not the case; that the result of the auction-system has been to reduce the rent of pasture lands; that, with but few exceptions, the old holders have not been disturbed; and that the new system has had no appreciable effect on cattle-breeding. In this respect, also, no change seems necessitated.

4. Mr. Thornhill, however, reports that the auction-system is thoroughly unpopular, and that, while the people would be better pleased, the State would realise more by renting the waste to the villagers. He also states that the reserve of 30 per cent. (even where it is fully set aside, which is not always the case) is too low, and proposes 150 per cent. The Board, when they proposed the present rate, reported, on the authority of Mr. Dykes, that, according to the custom of the district, there should be one-fourth of an acre waste for every acre cultivated. The Board proposed somewhat more, and also that "fair average pasture" land should be selected; the surplus, if sufficient to make it worthwhile, being let annually or biennially. Mr. Dykes was a very close observer, and took greater interest in agricultural questions, as well as knew more about them than most Collectors. I am not prepared to admit that in such a matter he erred to the extent of 120 per cent. I should be quite willing to raise the per-centage considerably; but to jump from 30 to 150 per cent., or 1½ acres waste to every acre occupied, is another matter. I think, therefore, that the Board of Revenue should be requested to consider and report what would be a fair and liberal proportion, and to give the financial results of Mr. Thornhill's proposal and of any that they make in lieu of it. I should think that after so extensive a reservation and with the additional proviso that the overplus is to be rented only when deserving of consideration, the pasture rents would be very materially reduced. I may remark that, agriculturally, village commons are not desirable, and that the wretched condition of cattle in this Presidency is, in a great degree, due to their existence. Instead of providing suitable forage for his cattle, the ryot turns them on the common to pick up what they can, which, in the best season, is barely enough to keep them alive.

5. Mr. Thornhill adopts Mr. VansAgnew's plan of renting the pastures to the villagers at fixed rates—by tender—the land being roughly classified, and the rates being 3 Annas, 2 Annas, and 1 Anna per acre. The average rate now realised is only 1 Anna and 4 Pies per acre, so that financially the arrangement would be advantageous; but Mr. Thornhill does not state how he means to carry it out, so far as the ryots are concerned; whether the rents are to be to the villagers jointly, and if so, how the amount is to be apportioned, or whether the villagers are to bid among themselves for it. Experience has shown that in rents to the villagers the burden falls on the poor.

6. Leases to known cattle-breeders, such as the person mentioned in paragraph 33 of Mr. Thornhill's report, are clearly desirable. I imagine the tract referred to is a true "Kancha," and not merely the surplus waste of a village. Leases of the latter to outsiders seem incompatible with Mr. Thornhill's system. The plan of putting the rents up to auction was adopted by Government, because no better was suggested. It obviously leaves least room for malpractices, but if a better system, or one as good but more acceptable to the people can now be proposed, it should certainly be adopted.

7. In regard to the fuel-reserves there has evidently been much misapprehension and mismanagement. It was never intended to deprive the ryots of land really required for pasturage, though, of course, the reserves must have included grass land. The experiment was and, indeed, is one of great importance. Mr. Thornhill says the price of fuel is now high, and it is obvious that, unless measures be adopted to economise and increase the supply, the fuel will become scarcer and dearer, and hardship be entailed on the people. Mr. VansAgnew's measures, as stated in paragraph 42, were highly improper, the remedy for any grievance, such as he details, would have been at once applied by the Board of Revenue and Government; and I can see no justification for his acting as precipitately as he did, and never even reporting it. It is of little use for Government to institute experiments if Collectors may, without even a report, practically set them aside. The climate of Nellore, except towards the west, is not favorable to tree culture, and Mr. Dykes's main experiment was to judge within what period wood suited for fuel would reproduce if carefully protected from cattle and otherwise preserved. Mr. VansAgnew has let the lands in most cases for pasturage conditioning only that goats should be excluded and no wood cut. But goats are not the only animals that injure growing wood. In paragraph 52, Mr. Thornhill recommends that in felled portions of the reserves cattle should be excluded for some two or three years to allow the felled trees to produce shoots again, but a much longer time than this is necessary, especially in a district like Nellore. But when the trees reach a certain size cattle not only do no harm (though the herdmen sometimes break down boughs for them), but often do good by keeping down the grass and so preventing fires; and I know that Mr. Dykes never contemplated the permanent exclusion of cattle. I very much doubt whether in the eastern and central parts of the district wood will reproduce itself in eight years; but it is on this supposition that (according to paragraph 52 of the report) the success of Mr. Thornhill's plan depends.

8. I regard the experiment of so much importance to the future welfare of the people that I strongly advise the deputation of the Inspector of Forests before any further measures be adopted. We have been expending considerable sums during the last eight or ten years in the district, without, so far as I can see, having gained much even of knowledge, and professional advice seems to me essential. From what Mr. Thornhill says of the Striharicottah jungle, it is desirable that that important source of supply should also be professionally examined, and Captain Walker might also report on the planting of the Casuarina along the coast northwards to Nellore. Madras is now largely supplied with the wood of the Casuarina, and as the coast canal will before long be opened to Kistnapatam plantations of Casuarina may perhaps be advantageously substituted for inland jungles.

17*th June* 1874.

(Signed) J. D. SIM.

Exd. F. R. Bantleman.

94

Minute

NOTE BY THE HON. W. ROBINSON, C. S. I.

A CAREFUL examination of the facts affecting this matter and conditions of the country convinces me that there are good grounds for the strong aversion of the people against the novel practice which was introduced by G. O,, dated 13th November 1867 of annually putting up to open auction the great mass of the communal grazing land of villagers in the district of Nellore, to which the practice is absolutely confined. The system traverses the principles of the village system which retains exceptional vitality amongst the rural population of the country and it imperils the valued immemorial commonage rights and occupation of the people, which have been freely acknowledged in, and strengthened by former settlements in respect to this Pullery tax.

The practice is strongly condemned by both the experienced Collectors, who have had to do with it, by Mr. Dykes with persistent earnestness—and is shown to be practically ineffective as regards the object of the innovation, viz., to realize a return from the uncultivated land of the district in proportion to its value for grazing. The change must have operated to break up all those local and popular arrangements and adjustments which had grown up in every village under the joint village-rent or Mokta system, which had practically applied to this tax for more than half a century in many parts of the country. Nor can it commend itself as a sound system of agricultural administration to the people.

The papers show that when the district first came under the Britrish Administration, numerous extensive grazing tracts (*kanchas*) had been, as it were, cut out of the uncultivated common area of their respective villages,—under conditions which cannot now be traced, in certain parts of the district, where the uncultivated area was very extensive and grazing peculiarly good. These *kanchas* were held in severality as grazing farms. Occasionally by strangers to the village. The remaining uncultivated area in these Kancha-villages, and the whole of it in the great bulk of the village of the district was held under that ordinary joint-tenancy and right of common pasture, which is an essential part of the village system of South India.

The regular *kanchas* paid a grass farm rent or tax. And besides the ordinary land-tax on the agricultural land of each village a cattle-tax or moturpha had also been levied throughout the district on cattle, etc., not employed for agricultural purposes which grazed on the uncultivated commonage of the Village, under the name of Pullery a Moturpha-tax which has obtained very generally throughout the Presidency under one name or another.

Under native administration the Pullery Moturpha-tax was apparently very generally collected on the tale of cattle and sheep which were grazed within the limits of each village, and appears to have been subject to much variation and inequality. The first British Settlement, however, apparently converted the Pullery Moturpha-tax into a joint lump demand against each community: which was assessed at the average of previous collections—allowance being made for ploughing cattle. This joint Moturpha demand or Mokta Pullery, the inhabitants of the village (agricultural and non-agricultural) were left to apportion amongst themselves as best suited their own circumstances and wants. Considerable diversity of practice naturally occurred in the way this was done by these communities. In the northern parts of the district the villagers appear pretty generally to have apportioned the grazing land amongst themselves and practically paid a grass land tax more or less in proportion to the share they held in the cultivated area or mark of the village. In the south these communities followed in addition to this partition system other varied and popular methods of distribution and collection, which were however, in accordance with the spirit of the prevailing village—system. But under every condition the responsible agricultural classes levied a fair share of their joint obligation from the non-agricultural classes, Shepherds, Townsmen, etc., who used the common grazing land of the village—officially the Mokta was treated as a tax levied on the grass land of the village.

A good deal of fluctation and change seems to have characterized the administration of the Pullery-Moturpha tax during the first half a century of our rule, but the local popular arrangements made by the villagers amongst themselves were, in the main, confirmed and established as it appears to me by the Pullery Settlement of 1843, which took effect throughout

the district—pending a proper survey of the district and seems to have been satisfactory to the people and in accordance with popular rural conditions and previous dispositions.

The revision of the grass farm (*kancha*) system and abolition of the cattle-tax or Pullery-Moturpha in Guntur in 1855, revived the discussion of this subject in Nellore.

Extract from Minutes of Consultation, dated 8th September 1855, No. 1026.

The principles laid down in respect to grazing in Guntur were that

(1). The practice of renting jungles and Hills in Western taluqs for grazing (the *kuncha* system) to be continued.

2. Waste lands suited for pasture be given on permanent patta at moderate fixed rates of assessment. The ryots of the village having a preferential claim to the grass land of their village

3. The cattle and sheep-tax of every kind be abolished.

The Board (having in view the great success which had attended the abolition of the Pullery in Guntur) recommended, and the Government approved that Capitation-tax and Mokta tax be abolished; and that the tax should "assume its proper form of an assessment on land" suited for pasture in each village, — in opposition to the opinion of the local officers that "if the pastures * * * should be classified and assessed, the Ryots will be unable to pay the full rent that might be fixed upon them. If the lands in question are assessed at what they are worth, with reference to their productive powers, there can be no hardship, the Government conceive, in requiring the ryots to pay for them, on receiving remission of all tax on their cattle."

Extract from Proceedings of Board of Revenue, dated 12th December 1857, No 4462, in Minutes of Consultation dated 27th March 1858, No, 400.
Extract Board's Proceedings, dated 18th June 1859, No. 2343.

N. B. The use of the word "proper form" is clearly incorrect. The tax was a Moturpha tax managed under visabadi conditions and not a land-tax or assessment. It may have become advisable to commute the principle of the tax and put the charge on the land, but this is foreign to the nature of the tax in its true conditions.

But in their Proceedings, dated 2nd May 1860, No. 701, the Government finally determined to postpone the consideration of the subject "until the introduction of the Survey Settlement now about to be made in Nellore. At the settlement, the Pullery will be got rid of as a separate item of revenue * * * and in place of it there will be a tax on land occupied for pasture."

In the meantime the Moturpha-tax was abolished by Imperial enactment (Act XXXII. of 1860) and the cattle tax (under whatever name known) disappeared in most of the districts of the country. Having, however, become mixed up with land revenue consideration in Nellore and adjacent districts the Pullery tax was maintained in Nellore.

In 1861 the Collector (Mr. Dykes) reported fully on the working of the kancha system or lease of separate grass farms, and also of the village Pullery-tax raised on the common uncultivated village area and the manner in which he would commute the whole into a land-tax. He pointed out that the *kanchas* let at rates varying from 7 pies to 1 anna and 4 pies per acre while the revenue derived under the village Pullery-tax (including kanchas) did not average more than 1¼ anna per acre of the uncultivated land which he calculated was available for pasture. He advised the abandonment of the annual lease (by auction) system as respected kanchas; and proposed to limit the village commonage for free grazing to one-fourth of the cultivated mark or area of the village—with certain circumstantial additions, and to assess the rest at the general dry land rates to be prescribed by the revision of the assessment then under his (Mr. Dykes's) management. And in respect to these rates he proposed such general reduction, apparently to one Rupee per acre, as would enable ryots to hold dry land for pasture, fallows, etc., in proportion to their wants and sound agricultural condition. Mr. Dykes proposed

From Collector, dated 26th October 1861, No. 261.
Proceedings, Board of Revenue, dated 21st January 1862, No. 488.

It is not clear what the claim of one-fourth of an acre of waste dry land to each acre of cultivation consisted in. It appears to have been a claim [based on agricultural conditions] which was irrespective of general commonage rights. If so, his recommendation amounted to a foreclosure of common right altogether.

to allow the collective villagers to compound for the whole pasturage area of their village so settled on the mokta or joint village system—with arrangements for distribution in severality if need be.

The report was referred by the Board to the Settlement Department with the observation that the subject "cannot be treated separately from the general revision of the land assessment of of the district."

"The Board consider it of great importance that communial rights should be maintained to a reasonable extent, and that the assessment on land incapable of irrigation should be sufficiently low to allow of a ryot in ordinarily good circumstances, holding land in grass at the class rates without ultimate loss."

In his letter above noticed the Collector (Mr. Dykes) had advocated the retention of the Pullery-tax whose principle and effect he had perhaps misapprehended. He then considered it a necessary protective tax. In 1864 and 1865, however, the Collector urged the immediate abolition of the Pullery-tax pointing out that it was a mere cattle tax of a very objectionable character and was no longer required to sustain a rapidly advancing land revenue derived from progressive agriculture. He found also that claims to "Pullery waste of individuals interefered seriously with the extension of cultivation in the Northern Taluqs."

Board's Procs. dated 13th July 1865, No. 3,970
From Collector dated 15th Sept. 1864, ,, 309
,, ,, ,, 6th June 1865, ,, 108
,, ,, ,, 21st July 1865, ,, 117

The Board observed "the objectionable nature of the Nellore grazing tax has been long acknowledged, and upon this ground, and upon the ground that the tax has now fallen considerably below what it was, while the land revenue has steadily increased; in other words that the land devoted to agricultural purposes has increased in quantity, while that devoted to the feeding of stock has been diminished, the Collector now recommends that the tax should be abolished * * * * Mr. Dykes has shown excellent grounds for the eventual abolition of the grazing tax in his district, but they are still of the opinion expressed in those paragraphs of their Proceedings under date 21st January 1862, No. 488, which are referred to above, and they are not prepared to request the Government to reconsider their orders directing that this tax should be continued until the introduction of the revised assessment."

In 1867 Mr. Dykes again urged immediate abolition of the tax and recommended as a temporary substitution "that all (uncultivated) land not demarcated and surveyed in detail for occupation be let as pasture * * * for a term of 2 years at an upset price of two annas an acre in the western and 4 annas an acre in the coast taluqs, "preference being given to the villagers to take the pasture at this prescribed rate—and failing them that the rent be put up to the highest bidder.

Board's Proceedings, dated 2nd September 1867, No. 5,688.

The Board recomended the abolition of the tax—without reference to the revision of the land Settlement with which "the tax has no intimate or immediate connexion," and "the restriction of taxation of this character solely to pasture rents." They proposed to circemscribe the village commonage to 30 per cent. of the cultivated and occupied mark or area of the village as a "liberal concession." "If the over-plus" they added "be sufficient to make it worth while * * * it should be rented annually or biennially to the highest bidder" * * * as the fair "value of the pasture is more likely to be realized by rent than a fixed charged per acre."

The Government concurred with the Board "that there is no sufficient reason for any longer deferring the abolition of this condemned system of taxation in favor of that which has been approved elsewhere, and accordingly authorize the Board to carry out the change in the manner proposed, *viz.*, that so long as the demand for land on full assessment will alow of the privilege of grazing land to an extent equal to thirty per cent, of the occupied area shall be reserved for the villagers' use free of charge, and that when the balance is deserving of consideration, the remaining waste land shall be rented out to the highest bidder for grazing purposes on lease for one or two years, as the Collector may decide in each case, on the condition that any portion

required for occupation on full field assessment must be relinquished to Government, a proportionate reduction being made in the rent."

One or two points in the Board's Proceedings on which the Government Order in question was passed may be specially noticed. And in paragraph 11 they observe that the Land-tax of this Presidency properly consists of a moiety of the produce of any parcel of ground which may be under cultivation. "The extent of land waste does not enter into the question of assessment at all, nor in fact could it do so, for not only does it vary, but to make any addition to the assessment on this account would be to tax a ryot for what he does not possess as his own, while, when, as is sometimes the case, the whole waste is taken up, he should be taxed for what did not exist." It may be added that in no district of the country has uncultivated waste been subjected to Land-tax either under native or British rule. In paragraphs 14 and 15 they continue "as the assessment is fixed solely with reference to the productive power of the soil, and the ryot pays only for the land in his exclusive occupation, he has no claim of right to the usufruct of unoccupied land, and the State is undoubtedly at liberty to realize a revenue from the latter. Prescriptive usage, and the liberal policy of the Government, however, give the ryot the privilege of grazing his cattle in the village waste under ordinary circumstances, and of cutting fuel and taking leaves for manure, and wood for his implements from the village jungle. These privileges cost the State little; they are highly valued by the people; and their withdrawal would be very unpopular where, however, the extent of waste is large in proportion to the cultivated area, the right of the State with perfect propriety to realize a revenue from it is readily admitted, and in every district there are tracts adopted for pasture only, which it would be mere waste of time and money to survey into fields and assess for cultivation * * * * and their rental as pasturage is the only course now open to Government."

I would observe that the Government may perhaps in theory claim to derive revenue for any land which may be turned to account by the people, but uncultivated and unoccupied land has never, as above noticed, been subject to land tax and in the enunciation of these sentiments, it is probable that the Board have lost sight of the first principles of a village system, which has been fully recognized in Nellore from time immemorial under our taxational system. The uncultivated mark or area of a village is communal property, not State property, and immemorial village rights and commonage are not privileges by sufferance but common Law titles, which should probably be still respected in the interest of public policy and popular good feeling.

I must venture to add with reference to the popular discontent which has been evoked by the measure that the circumscription of commonage in the uncultivated area of the village to 30 per cent. of the cultivated area may, I fear, appear from the Ryots' standpoint more in the light of consfication than "liberal concession" as intended by the Board (Paragraph 16.)

Board's Proceedigs 20th March 1869, No. 1,918.
From Collecor, dated 22nd February 1869, No. 392,

Mr. Dykes thus describes the working of the system in his report on the district cattle shows for 1864:—"The efforts made to improve stock, assist the trading community, and raise the ryots, will, however, be of little use, should the system be contiuued that has been introduced since the cattle tax was abolished of annually renting out the pasturage to the highest bidder. And in concluding this report; I beg that the Board will excuse my bringing forward what is so closely connected with stock, and again urging the necessity for making over the pasturage at fixed rates for a term of five years at least. The present system utterly destroys the security under which alone capital can be safely sunk in improving agricultural stock. As an example, I may mention the case of Chejerla. This village in the Atmakur Taluq, on the southern bank of the Pennair, has some 2,000 head of cattle. Under the cattle-tax this village paid Rs. 105 a year. Under the annual auction system it was bid up to Rs. 1,100, and the villagers had to buy back their pasture from a stranger for Rs. 300 more. They had to pay Rs. 1,479 for what they previously paid Rs. 109. They could not do otherwise. They were helpless. There were the cattle. The village had no where else to send them to; and it will be little use giving away public money in prizes for the improvement of stock, if those who breed this stock are exposed to fluctuations that in the instance specified amounted to 1,400 per cent, and in fact have no limits. To continue this system would be to render the abolition of a vexatious and oppressive tax the reverse of a boon. It would be scarce possibly to arrange a system that should give more unbounded power to the local authorities and expose our village communities to greater risks. It is simply necessary for some one to bid a village up. And the village is ruined. If on the other hand those in authority think fit, such factious bidding can be stopped. But it is an exercise of arbitrary power; and we have 400,000 acres at the present moment held under these conditions."

In his letter dated 7th June 1869, No. 398, Mr. Dykes again demonstrated that the auction system worked inequitably and capriciously throughout the district, the people in some cases paying as much as 9 annas an acre for open pasture while elsewhere the revenue derived did not exceed 2 pies an acre. The general average of the district was 1¼ anna per acre. The Board's anticipations, he showed, had failed and "in no instance," he observed, "has the true value been realized; or too many false returns have gone far to do irreparable injury. He proposed to abolish the auction system and that the whole unoccupied area of each village be offered to the community at the fixed rate for the taluq and that, if not taken up in commonage, the land should be apportioned at those rates amongst those who need it.

Board's Proceedings, dated 7th June 1869, No. 4,060.
Proceedings of Government, 3rd July 1869, No. 2,957.
From Secretary of State, 31st March 1870, No. 10.

The Board and Government, however, saw no reason to alter the system, and the Secretary of State approved "the substitution of this system for the grazing-tax formerly levied."

On the 13th June 1871, Mr. Dykes moved the Secretary of State in the interest of the cattle breeding of the district and the Collector (Mr. Agnew) has reported most unfavorably of the system under date, 15th October 1872.

Despatch Secretary of State, dated 20th July 1871, No. 21.
Proceedings, Board of Revenue, dated 18th Novr. No 2,223.

"While," he observed, "it is as unpopular as possible, it is about the most unprofitable mode of dealing with the pasture that could be devised. * * * I find it hateful to the villagers * * to have no absolute security and to feel that they really are at the mercy of any one. To be relieved of this hateful insecurity, I have not met with a single set of villagers who would not rather pay a fixed rate of 2 Annas per acre, in order to secure permanency of tenure, and this even in the case of Kanchas which, I can say from observation, are not worth 2 Annas an acre." The rate he reported had fallen from 1¼ Annas per acre in 1869 to 1 Anna 1 pie in 1872, and he considered that the revenue (30,000) might be abandoned in the face of the vast extension of cultivation (risen in ten years from 3 to 6 lakhs of acres) but for the regulation which was needed in the interest of peace amongst the villagers. Mr. Agnew recommended that a fixed acreable rate should be adopted as urged by Mr. Dykes, which might be apportioned on the puttahs-for-cultivation in a manner which (with the aid of the villagers) would be found quite feasible under a careful but rough classification of the pasture land. He named rates varying from 3 Annas to 1½ Annas per acre, but preferred one-half these rates for "except in his own interest," he urges, "I do not see why at the present day the Nellore ryot should be the only one to be taxed in respect of his cattle."

Mr. Thornhill has now examined the question on the spot and reports that the auction system has "clearly failed to fix the true value of the land, or to produce any good result; on the other hand, it has proved a fertile source of ill-feeling and discontent amongst the people, and should be avoided in future. It is, I think, the very worst system that can be adopted for renting out farms of any kind." He states that village communities would willingly pay more than is realized by auction to be rid of the danger to their interests by open auction of their village commonage. He shows too that in many instances faith has not been kept in respect to the 30 per cent. of the uncultivated area intended to be left in free common right to the village community under the order of Government of 13th November 1867.

From Mr. Thornhill's report, dated 20th March 1874.

I gather that Mr. Thornhill would extend the true *kancha* system and when the extent of jungle, etc., in any village is very large, he would cut out, as had been done when the true *kanchas* were formed many years ago, new *kanchas* from the uncultivated area or mark which was free to all down to 1867. But he would not do this when the common area is less than once-and-a-half as large as the cultivated area. He would roughly classify such new kanchas and assess them according to quality at 3 annas, 2 annas and 1 anna per acre and let them for pasture by tender, the lease to run for five years.

The principle which Mr. Thornhill advocates commends itself by being in accordance with precedent on a limited scale in the country, and if it be desirable to circumscribe the common age rights of village communities the margin, which he proposes to leave may not be altogether illiberal from a certain stand point, but on review of the whole subject, I submit that even with Mr. Thornhill's modifications the system in question must fail to be acceptable to the ryots.

Leaving aside the question whether a cattle-tax which was probably a moturpha demand in its original form and principle could legally be maintained and commuted after Act XXXII. of 1860 became Law, I submit that the form which this commutation has taken, viz, the practical resumption and annual sale of the great bulk of the open commonage of the village communities of Nellore, and the assessment of uncultivated and unoccupied waste is probably unprecedented as a measure of revenue administration in this presidency, and is apparently uncalled for by the fiscal conditions of a district where extension of cultivation has been specially active during the last 10 years. It may happily be true that the feeling of the country and those natural combinations which are the bond of Village Society have stayed for a time the more michievous consequences of the change but it is imposible that a System, which practically ignores immemorial rights and usages, traverses the ancient communal conditions of much property in every village and brings to the hammer, year by year the bulk of the ancient common pasture land of the country, should be otherwise than repugnant to the feelings, and judgments of our ryots. As a system of agricultural administration it merits, I think, the condemnation which it has met with at the hands of all who are practically acquainted with its working.

It may be true that commonage is bad in theory and that its foreclosure may force ryots to raise green fodder for the cattle and thus bring about a good end. But I submit that sound policy claims respect for the indigenous institutions of the country and I deprecate the means by which it is sought to inculcate good agriculture.

I doubt whether the so called concession of thirty per cent free waste can be expected to mitigate the ill-feeling of the people towards the measure in question, for even where faithfully reserved, this area is probably insufficient for the pastoral purposes of the whole village and the ryots can scarcely fail to perceive that probably little or no concession whatever has been made, for even under Pullery-tax conditions the agricultural cattle of the village went tax-free everywhere, and I gather that pretty generally each Puttadar had a right to the more or less exclusive use of the adjacent dry land (to the extent of quarter-of-an-acre for every acre under cultivation) free of assessment, irrespective of his rights over the village commonage. The people may naturally feel that the G. O., merely continues to them rights which pertain to the cultivated mark of their village on which the assessment is sufficiently heavy to entitle them to the free pasture of agricultural cattle.

On the whole I would adopt the plan which seems to be concurred in by most authorities in respect to the old *kanchas* and direct the Collector to fix a moderate acreable assessment with reference to the quality of pasture and other matters which affect their value as grazing-farms, and let them—with preference to the community within whose village area they are comprised and old tenants, for periods of ten years. If these old *kanchas* are fairly assessed they will readily find tenants as heretofore and in most cases will be taken up by the village community itself under joint puttah.

With regard to the commonage which was affected by the Pullery-tax—now abolished I would direct the Collector to revise the village areas village by village, and where the common pasture land is obviously far in excess of the requirements of the community to form new *kanchas* to be let under the same conditions for a like period as a tentative measure. But I think that this measure should for the present he sparingly and gradually applied and that the proposed settlement should be reported in each individual case to the Board of Revenue or Director of Settlement for confirmation, and that in no case should the restriction of the common mark exceed the limit proposed by Mr. Thornhill. I submit that two acres to one of the cultivated area should be laid down as a fairer proportion for the present.

I may observe that I do not share Mr. Agnew's apprehensions in respect to the consequences of leaving the mutual adjustment of common rights and to the villagers themselves, as heretofore. For I think that the State cannot interfere in the regulation of such matters in detail without causing more confusion than is likely to arise from leaving village communities to arrange such matters amongst themselves.

15*th September* 1874. (Signed) W. ROBINSON,

Remarks by the Hon. W. ROBINSON, C.S.I. on No. 1,044 of 1874.

Fuel and Forest Reserves.

I agree with Mr. Sim that there has been lamentable mismanagement and want of judgment in the matter of fuel and forest reserves in the district of Nellore—arising out of allowing Collectors to start so-called reserves at discretion. Public convenience, if not rights, have met scant consideration, and much discontent has been excited. The whole thing requires fuller investigation and report.

2. In the meantime, the immediate pressure has been relieved—by a somewhat summary, yet judicious and harmless, arrangement of the Collector—and it only remains to direct the Inspector of Forests and Board of Revenue to go into the matter thoroughly, and submit a full report, with recommendations, to Government as suggested by Mr. Sim.

3. I do not agree with Mr. Thornhill in regard to keeping up the annoying fiction of fuel and forest reserves over valueless areas in respect to which unadjusted village rights exist, in order that a somewhat equivocal lien may be retained.

15*th September* 1874. (Signed) W. ROBINSON.

Exd. F. R. Bantleman.

Minute by His Excellency the Governor.

Mr. Thornhill's Report.

As regards "kanchas" or grazing lands, the opinion of Mr. Dykes and of Mr. VansAgnew is confirmed by Mr. Thornhill, that the present system under which (30 per cent. of the lands on which grazing was formerly charged with "Pullari" tax being reserved) the lands are put up to auction is detested by, and oppressive to, the people; while, on the other hand, it is of no benefit to the public revenue. The villagers are willing to pay a fixed charge for the lease of the lands, even though it be higher than the average price now realised by the auction system.

As regards the remedy to be applied, Mr. Thornhill proposes—

First.—That 150 per cent., instead of 30 per cent. as at present, of the lands should be reserved for the villagers as free pasture. It does not appear to me that so large a reserve for this purpose is necessary or desirable. In the Nellore District it never seems to have been allowed by the Government or claimed by the villagers themselves that the State should derive no profit from the pasture of cattle. In abstract equity it is not easy to see why the State should have no part in this description as it has in other descriptions of profit from land. I presume that when the "Pullari" was abolished the reason why the 30 per cent. was reserved for free pasture was that the new auction system to be substituted for the "Pullari" would probably take out of the hands of the villagers a large portion of the grazing land and assign it to strangers. But this reason will not, I suppose, exist if (as is now proposed) the auction system is abolished and a system of fixed leases substituted. Still, as the villagers have had of late years 30 per cent. of the land for free pasture, it is desirable, on grounds of ~~pre-emption~~ prescription, that they should not be deprived of it; and as the 30 per cent., from the way in which the arrangement is worked, appears not to be fairly secured to them, I would (in order that it may be so secured to them) increase it (say) to 50 per cent.

Secondly.—Mr. Thornhill proposes that the grazing lands over and above the per-centage of reserve "should be advertised to be let for pasture at certain fixed rates by tender or durkhast." I do not understand the precise nature of this proposal. "Tender" usually implies that the price is *not* fixed but depends upon competition. This cannot be meant; but on what principle then are the lessees to be selected? Would the villagers, collectively or individually, have the refusal of the lease? And if individually, what would determine the choice of the individual who is to have the land? We ought surely to have more explanation on these points.

2. As regards fuel-reserves nothing can well be more indefensible than the actual state of things. Fuel-reserves have, it appears, been created by wholesale, first, when they are not wanted; secondly, without any regard to the rights or claims of the people. The remedy proposed by Mr. Thornhill, as regards the greater portion of these reserves which are in well-wooded districts where they are not required, is to retain them as reserves, but lease them out as grazing lands like the "kanchas" with restrictions against cutting wood and against the entrance of goats. I cannot see the advantage of this proposal. I would leave the jungles in their districts free, and, in so far as they are, in any degree, grazing lands, deal with them as with other grazing lands. As regards Nellore itself there are reasons for maintaining reserves under careful regulation, as Mr. Thornhill expresses it, "with a moderate amount of conservancy." On this point, Mr. Thornhill's proposals appear to be judicious; and I would adopt them, leaving, however, some discretion to the Collector. I presume in such a case the Collector would consult the forest officers; but

so long as "Jungle Conservancy" is distinct from Forest Conservancy we cannot well consult the Forest Department officially, and here I may remark that, under the new organisation of the Forest Department, it seems questionable whether there is any reason for keeping these two services separate, while there is certainly considerable reason against such separation.

3. As regards the settlement we have already had Mr. Thornhill's report before us, and a despatch to the Secretary of State is, as I understand in, preparation upon that subject.

(Signed) HOBART.

1*st October* 1874.

The thanks of the Government are due to Mr. Thornhill for his able and valuable Report.

Exd. F. R Bantleman.

REVENUE DEPARTMENT.

MINUTE BY THE HON. J. D. SIM, C.S.I.

WITH reference to the Minute of my Honorable Colleague Mr. Robinson, I beg to remark that I can find nothing to support the view that the Pullary of Nellore was ever considered an item of Mohturfa. On the contrary it has always been treated as an item of Miscellaneous Land-revenue which, I submit, it really is. Mohturfa, as its name signifies, is a tax on arts, trades, and professions, while Pullary is undoubtedly the rent of State pasturage, and therefore an item of Land-revenue. In many districts shepherds and herdsmen were formerly taxed as such, and these taxes were abolished as being Mohturfa; but I am not aware of any instance in which grazing taxes, such as the Pullary, were abolished, as being Mohturfa. Act XXXII. of 1860, which (when it was intended to introduce a license-tax all over India, as a supplement to or substitute for an income-tax) abolished the Mohturfa of Madras, does not apply to the Pullary of Nellore.

2. However, the great and undeniable fact is that on our first assumption of the district some seventy years ago we found that the ruling power derived a revenue from pasturage in the form either of a cattle-tax (whether by capitation or composition) or of pasture rents. What we have done is to abolish the cattle-tax, to reserve for the free use of the villagers a certain proportion of pasturage, and to rent out the excess. The ryots are greatly the gainers by the change. Not only have they escaped the inquisitorial and vexatious, and, as many superstitiously think, the unlucky process of numbering cattle, or the often unequal and arbitrary composition, but they actually pay less to the State than the old Pullary yielded.

3. As regards the "Cunchas," which are tracts of natural pasturage reserved for that purpose as adapted for it rather than for cultivation, the right of the State to a revenue has never yet been questioned, nor do I see how it can be. The only question is as to the best method of realising this revenue.

4. I am quite willing to accept the proposal of His Lordship that the village reserve be raised to 50 per cent. with the existing proviso that the overplus be rented only when of any material extent.

5. As to the Cunchas and other rented tracts, I also agree with His Lordship; further explanation is clearly necessary. I shall be surprised if it be not found that the renting system is the best. The village system is almost as much a thing of the past as the patriarchal, and I can see no reason why we should seek to revive a system which the people have long since outgrown. What we know of it is that the rich and powerful oppress the weak and poor, and if we rent these pasture tracts to the village community, it will, I fear, be found, as in the case of the joint rents of the Northern Circars, that the leading members throw an undue share of the common burden on the poorer members. But, as I said before, we should certainly adopt any plan which promises to be better and more popular than the present.

6. As regards the fuel-reserves initiated by Mr. Dykes at the instance of Sir W. Denison's Government, I shall greatly deplore the abandonment of this most important experiment. Mr. Dykes took up the matter with great earnestness, and in such cases there is always danger that subordinates, anxious to please their superior, will go too far and over-ride private rights, privileges, and necessities of which they have not much appreciation. Very probably this has occurred in Nellore; but the remedy can easily be applied; the Collector has only to curtail the reserves in proportion to the reasonable requirements of the ryots. The whole waste of the district cannot possibly be required for pasturage, and no measure can be more legitimate or more advantageous to the people than the reservation of a portion for the production of fuel. The total area reserved for fuel appears to be only 150,000 acres, while the other waste must be quite three-quarters of a million of acres. I find that in the last twenty years the occupied area has risen from 380,000 to 910,000 acres, which, of course, entails a very considerable diminution in the area which formerly yielded scrub, etc., for fuel, and we know, as a fact, that the cost of fire-wood everywhere has greatly risen of late years, and that as cultivation extends and population increases it must continue to rise. It is, therefore, of great consequence that reserves should be formed to meet this pros-

pective but inevitable want. Mr. Thornhill seems surprised that reserves should have been selected in the comparatively well-wooded taluq of Rapoor; but the reason is obvious: experience had shown that it was very expensive,—if indeed possible,—to reclothe denuded tracts; land in sufficiently large blocks could not be obtained in the eastern part of the district without inconvenience to the people, and the object was to provide for future wants. Rapoor, where Mr. Thornhill says that only one-tenth of the land is cultivated and the rest is jungly, best fulfilled the objects in view, and seeing, as Mr. Thornhill adds, that "the northern and eastern portions of the district are very bare," the time, I fear, is not far distant when the district will have to draw its supplies of fuel from the very taluqs in which, with wise foresight, the reserves have been formed.

Vide paragraphs 49 to 52 of Mr. Thornhill's Report.

The south of the district is chiefly Zemindari.

7. The Forest Department has no officer or establishment in Nellore in which there are really no "Forests," nor can that department spare an officer. Moreover, when the Jungle Conservancy Fund was established, it was declared that the proceeds would be expended locally in restoring the village jungles. So long as the Fund is "Local," this can be done; but if it be constituted "Imperial," we shall lose our present unfettered control over the receipts, and the net surplus proceeds will be part of the "Imperial" revenue. I would, however, earnestly renew my suggestion that the Inspector of Forests (who, I understand, will soon be proceeding to the Godavery) be instructed to visit and report on the fuel-reserves and resources of the district; we can then act with confidence and safety.

13th October 1874.

(Signed) J. D. SIM.

31

Recd
W Thornhill's Report

I. As regards "Kunkar" as grazing land.
The opinion of the Dyke, and of the Revenue Agents, is confirmed by Mr Thornhill, that the present system — under which 50 per cent of the lands on which grazing was formerly charged with "peishkash" (now being remitted) the lands are lent, being reserved) the lands are lent after auction; is detailed & and just as to auction; is detailed & and oppressive to the people, while as the other hand it is of no benefit to the public revenue — The villagers are willing to pay a fixed duty for the clear after lands, even Govt. it to keep that the average price now realised by the auction system.

As regards the remedy Mr Thornhill proposes —

1st. that 150 p.ct. miles of 30 feet - as at present, of the lands did be reserved for the villages as free pasture. It does not appear that ~~so much~~ 10/5 large a reserve for this purpose is necessary or desirable. In the Nelson District it never seems to have been allowed after 1st, or claimed by the villages themselves, that the State should derive no profit from pasturing of cattle. ~~And~~ In addition to this, it is not easy to see why the State should have no part in this, as it has in other dispositions, profit from land. I presume that when the 'pollam' was abolished, the reason why the 30 per cent was reserved for free pasture was that the new system of subdivided fee to the 'pollam'

owned probably both part of the lands of the villagers a large portion of the grazing land, and assigned it to them. But this reason will not (I suppose) exist if (as is now proposed) the system of fixed leases substituted. Still, as the villagers have had of late years 30 p.ct. of the land for free pasture, it is ~~not~~ desirable, on grounds of precaution, that they should not be deprived of it. And as the 30 p.ct. from the way in which the arrangement is worked, appears not to be paid, rented to them, I would (in order that it may be so rented to them) increase it (say) to 50 p.ct.

2nd. Sec. 11. I would suggest that the

grazing lands, over & above the percentage
of reserve, "shall be added to the
pasture at certain fixed rates by tender
"or auction." I do not understand the
precise nature of the proposal. "Tender"
prima facie implies that the price is
not fixed, but depends upon competition.
How ~~can it be intended~~ cannot be meant: — but on
what principle then can the reserves be
selected? Should the villagers, collectively
or individually, have the refusal of
the lease? and if individually — what
would determine the claim of the
individual who is to have the land?
He might merely have more influence
in their councils.

II. As regards Fuel Reserves — nothing
can well be more indefinite than the
actual state of things. Fuel Reserves have

it appears
been created [illegible] wholesale & when they are
not wanted. 2nd. no effort as regard
the rights or claims of the people —
the remedy proposed (Fuel Thornhill, as
regards the private portion of these Reserves —
which are in well-wooded districts
where they are not required — is to retain
them as reserves, but lease out them.
as grazing lands) like the "Kaunchee" —
with restrictions against cutting wood,
& against the entrance of goats — I cannot
see the advantage of this proposal.
I would leave the people in those
districts free, & so far as the Reserves are in any
degree grazing lands deal with them
as such. Other grazing lands — As
regards Nilgiri itself, there are reasons
for maintaining Reserves under careful

regulation - or rather as Mr Hamilton
expresses it, "with a moderate amount
of conservancy". The two point Mr Hamilton's
proposals appear to be judicious: and
I would (leaving him wholly discretion to the Collector.
adopt them, & pursuance of which
a case the Collector would consult
the Forest Officer: and, so long as
"simple conservancy" is the object pursued
Forest conservancy, I see cannot well
consult the Forest Dept. officially.
And here I may remark that, under
the new organisation of the Forest Dept.
which there is every reason to hope
will be effected shortly, there is certainly considerable room
for such separation.

III. As regards the settlement

of the [illegible] already laid
by Mr Hamilton's Report before us, and a
Despatch of the Secy of State
Despatch is (as I understand) in
preparation upon that subject.

H. Conford

1/10/24

The Members of the Govt are due to
Mr Hamilton for his able and
valuable Report —

Minute by
H.E. the Governor
on
Nellore
Grazing Lands &c.

dated 1st October 1874

H. D.

Mr. Thornhill's Report.

I have separately noticed so much of Mr. Thornhill's report as relates to the revision of assessment in Nellore. My present remarks will therefore be limited to those parts of it which concern the "Kanchas" or grazing tracts and the Fuel reserves.

In Nellore, from the first assumption of the District up to 1864 a tax was levied on pasturage in the form of a capitation tax on the cattle and the rental of tracts of natural pasturage. The former was

was called "Pullary" and
and appears to have yield-
-ed something like 80,000 Rs
yearly - when it was abolish-
-ed the Government as a
set-off directed that the
waste in each village
in excess of 30 per cent
of the cultivated area.
(which was left free for
the ryots' cattle) should
be rented out to the high-
est bidder. I am unable
to make out from Mr
Thornhill's letter and
Statements what this
waste has been bringing
in - but it is quite clear
that the gain has been
very considerably in favor
of the ryots i.e. that
they have or can have
the privilege of pasturing
their cattle over the whole
waste

waste of their villages
for considerably less than
they used to pay for it,
under the form of Pullary.
In this respect therefore
they can have nothing
to complain of.

Mr. Dykes objected
to the auction system
because he believed that
mere speculators would
outbid the villagers and
cattle breeders of the Dis-
trict, and thus securing
possession of the pasturage
exact excessive charges
for the grazing. The
present Collector declares
as he has done before that
this is not the case - that
the result of the auction
system has been to reduce
the rent of pasture lands
that with but few
exceptions

exceptions, the old holders have not been disturbed, and that the new system has had no appreciable effect on cattle breeding. In this respect also no change seems necessitated.

Mr. Thornhill however reports that the auction system is thoroughly unpopular and that while the people would be better pleased, the State would realize more by renting the waste to the villagers. He also states that the reserve of 30 percent (even where it is fully set aside, which is not always the case) is too low and proposes 150 per cent. The Board when

when they proposed the present rate reported it, on the authority of Mr. Dykes, that according to the custom of the District there should be ½ of an acre waste for every acre cultivated. The Board proposed somewhat more - and also that "fair average pasture" land should be selected, the surplus, if sufficient to make it worth while, being let annually or biennially. Mr. Dykes was a very close observer and took greater interest in agricultural questions as well as knew more about them than most Collectors. I am not prepared to admit that in

in such a matter be
limited to the extent of
120 per cent. I should
be quite willing to raise
the per centage considera
bly - but to jump from
30 to 150 per cent or
1/2 acre waste to every
acre occupied is another
matter. I think therefore
that the Board of
Revenue should be re-
quested to consider and
report what would be
a fair and liberal pro-
portion and to give the
financial results of
Mr. Thornhill's proposal
and of any that they
make in lieu of it. I
should think that after
so extensive a reservation
and with the additional
proviso that the over

plus

plus is to be granted
only when deserving of
consideration, the pasture
rents would be very
materially reduced. I
may remark that agri-
culturally village com-
mons are not desirable
and that the wretched
condition of cattle
in this Presidency is
in a great degree due
to their existence. In-
stead of providing suita-
ble forage for his cattle
the ryot turns them
on the common to pick
up what they can -
which in the best season
is barely enough to keep
them alive.

Mr. Thornhill adopts
Mr. Vans Agnew's plan

of

of renting the pastures to the villagers at fixed rates - by tender - the land being roughly classified and the rates being 3 annas, 2 annas and 1 anna per acre - The average rate now realized is only 1a-1/4 per acre - so that financially the arrangement would be advantageous - but as Mr. Thornhill does not state how he means to carry it out, so far as the ryots are concerned - whether the rents are to be to the villagers jointly - and if so, how the amount is to be apportioned, or whether the villagers are to bid among themselves for it - Experience has shewn that in rents

to

to the villagers the burden falls on the poor.

Leases to known Cattle breeders, such as the persons mentioned in para 33 of Mr. Thornhill's report, are clearly desirable. I imagine the tract referred to is a true "Kuncha" and not merely the surplus waste of a village. Leases of the latter to outsiders seem incompatible with Mr. Thornhill's system. The plan of putting the rents up to auction was adopted by Govt because no better was suggested. It obviously leaves least room for malpractices, but if a better system, or one as good but more acceptable to the people can now be proposed, it should certainly be adopted.

In regard to the first reserves there has evidently been much misappreheusion and mismanagement. It was never intended to deprive the ryots of land really required for pasturage, though of course the reserves must have included grass land. The experiment

was

was, and indeed is one of great importance. Mr. Thornhill says the price of fuel is now high, and it is obvious that unless measures be adopted to economise and increase the supply, the fuel will become scarcer and dearer, and hardship be entailed on the people. Mr. Vans Agnew's measures, as stated in para 42, were highly improper, the remedy for any grievance, such as he details, would have been at once applied by the Board of Revenue and Govt, and I can see no justification for his acting as precipitately as he did and never even reporting it. It is of little use for Govt to institute experiments if Collectors may, without even a Govt, practically set them aside. The climate of Nellore, except towards the west, is not favorable to tree culture,

and

Mr. Dykes' main experiment was to judge within what period wood suited for fuel would reproduce if carefully protected from cattle and otherwise preserved. Mr. Vans Agnew has let the lands in most cases for pasturage conditioning only that goats should be excluded and no wood cut. But goats are not the only animals that injure growing wood. In para 52 Mr. Thornhill recommends that in felled portions of the reserves cattle should be excluded for some two or three years to allow the felled trees to produce shoots again, but a much longer time than this is necessary, especially in a district like Nellore. But when the trees reach a certain size, cattle do not only harm (though the headmen sometimes break down boughs for them), and I know that

Mr.

^ but often do so, by Hacking down the trees & to increase fires -

Mr. Dykes never contemplated the permanent exclusion of cattle. I very much doubt whether in the eastern and central parts of the District wood will reproduce itself in eight years, but it is on this supposition that (according to para 52 of the report) the success of Mr. Thornhill's plan depends.

I regard the experiment of so much importance to the future welfare of the people that I strongly advise the deputation of the Inspector of Forests before any further measures be adopted. We have been expending considerable sums during the last eight or ten years in the District, without so far, as I can see, having gained much item of knowledge, and professional advice seems to me essential. From what Mr. Thornhill says of the Sirkanicottah jungle, it is desirable that that important source of supply should also be professionally examined, and Captain Walker might also report on the planting of the Casuarina along the coast northwards to Nellore. Madras is now largely supplied with the wood of the Casuarina and as the Coast Canal will before long be opened to Kistna-patam, plantations of Casuarina may perhaps be advantageously substituted for inland jungles.

L.D.S. 17.0

Note by the Hon'ble
J. D. Sim Esq.
d/ 17 June 1874
on No 1044/74

16 A.

42

Note by the Hon'ble [illegible]

A careful
Examination of the
facts affecting this
matter and conditions
of the Country convinces
me that there are good
grounds for the strong
aversion of the people
against the novel
practice which was
introduced by G.O.
dated 15 November 1867
of annually putting up
to open auction the grass
mass of the Communal
grazing land of
Villages

villagers in the District
of Athlone – but where
the practice is absolutely
confined. The
system traverses the
principles of the Village
System which retains
Exceptional vitality
amongst the rural
population of that County
and it imperils the
valued communal
Common right and
occupation of the people,
which have been freely
acknowledged in, and
Strengthened by former
Settlements in respect
to this Poulley tax.

The practice is
Strongly Condemned
by

by both the Inspectors
Electors, who have had
to do with it – by
Mr Dykes with persistent
Earnestness – and is
shown to be practically
ineffective as regards
the object of the innovation
viz- to realize a return
from the uncultivated land in proportion
to its value for grazing.
The change must have
operated to break up
all those local and
popular arrangements
and adjustments, which
had grown up in every
village under the joint
village rent or Mokla
System, which had
practically applied
this tax for more than
half

half a century in many parts of the County. Nor can it commend itself as a sound system of agricultural administration to the people.

The papers show that when the District first came under the British administration Extensive grazing tracts (kanchas) had been, as it were, cut out of the cultivated Common area of their respective Villages - under Conditions which cannot now be traced in certain parts of the District, where the cultivated area was very extensive and grazing practically void. These kanchas were held in severalty and grazing farms - occasionally by strangers to the villages. The remaining cultivated area in these Kanchas Villages, and the whole of it in the great bulk of the Villages of the District was held under that ordinary joint-tenancy and right of common pasture, which is an Essential part of the village System of South British

The regular kanchas paid a grass-farm rent or tax - And besides the ordinary land-tax on the agricultural land of each village

a Cattle tax or Mote-fa had also been levied throughout the District on Cattle &c — not employed for agricultural purposes — which grazed on the uncultivated Commons of the Village, under the name of Pulley — & mole-fa-tax which has obtained very generally throughout the Presidency under one name or another.

Under the native administration the Pulley-Mole-fa tax was apparent & very generally exacted on the sale of Cattle and Sheep which were grazed within the limits of each Village and

and appears to have been subject to much variation & irregularity. The first British settlement however apparently converted the Pulley-Mole-fa tax into a joint lump demand against Each Community — which was assessed at the average of previous Collections in Allowance being made for plough Cattle. This joint Mole-fa demand or Mokta Pulley the inhabitants of the Village (Agricultural & non Agricultural) were left to apportion amongst themselves as best suited their own Circumstances and wants. Considerable diversity

diversity of practice naturally occurred in the way this was done by these Communities. In the northern parts of the District the villages appear pretty generally to have apportioned the grazing land amongst themselves and practised a grass land tax more or less in proportion to the share they held in the cultivated area or mass of the village. In the South these Communities followed in addition to this partition system the several and popular methods of distribution and allotment, which were, in accordance with the spirit of the prevailing village-system, but under many conditions

responsible agriculturist class

they levied a fair share of the joint obligation from the non-agricultural classes - Shepherds, Tanners &c - who used the common grazing land of the village. Officially the Mokhtas or trustees are to levy on the basis of the village [illegible] a good deal of fluctuation & change seems to have characterized the administration of the Pulley Note for tax during the first half a century of our rule, but the local popular arrangements made by the villagers amongst themselves were, in the main,

Continued

confirmed and
Established as it
appears to me by the
Pulleny Settlement of
1843 - which took effect
throughout the District
pending a proper Survey of the District
and seems to have
been satisfactory
to the people and in
accordance with the
popular rules
Conditions and
previous
dispositions.

The revision of the
Grass farm (Kaucha)
System and abolition
of the Cattle tax or
Pulleny Moturfa in Guntur
in 1855 removed the
discussion of this
subject in Nellore

The principles laid
down in respect to grazing
in Guntur were that

Extract from Minutes of
Consultation 8 Sept 1853 No 1026

Extract from Proceedings
of Board of Revenue 12 Dec
1857 No 4462 in Minutes of
Consultation 27 March 1858 No 405

Extract Bds: Proc: 18 June 1857
No 2343

(i) The practice of reserving
jungles and Hills in
Wastern Talugs for
grazing (the Kaucha System)
to be continued
(ii) Waste lands suited
for pasture be given
on permanent Patta
at Moderate fixed Rates
of Assessment - The
Ryots of the Village having
a preferential claim
to the grass land of their
Village
(iii) The Cattle & Sheep tax
of every kind be abolished

The Board (having
in view the great success
which had attended the
abolition of the Pulleny
in Guntoor) recommended
- and the Government
approved - that Capitation
tax & Moturfa tax be
abolished; And that
the tax should cease
to

"its proper form of an
"Assessment on land"
suited for pastures
in Each village — in
opposition to the opinion
of the local Revenue
that "if the pastures
"x x x should be classified
"and assessed, the
"Ryots will be unable
"to pay the full rent that
"might be fixed upon
"them. If the lands in
"question are assessed
"at what they are worth,
"with reference to their
"productive powers,
"there can be no hardship
"the Government Conceive,
"in requiring the Ryots
"to pay for them, or
"receiving remission
"of all tax on their
"Cattle"

But in their
Proceedings dated 2d May
1860 N° 701, the Government
finally

DD. The use of the word "Profession" is clearly incorrect. The tax was a Professional tax managed under very bad conditions and not a land-tax or assessment. It may have become advisable to commute the principle of the tax & put the charge on the land but this is for-eign to the nature of the tax in its true condition

finally determined
to postpone the Consideration
of the subject "until the
"introduction of the
"Survey Settlement now
"about to be made in
"Salem. At the Settlement
"the Putlay will be got
"rid of as a Separate
"item of Revenue x x x and
"in place of it there
"will be a tax on land
"occupied for pasture"

In the meantime
the Moturfa tax was
abolished by Imperial
Enactment (Act XXXII of 1860)
and the Cattle tax (under
whatever name known)
disappeared in most
of the Districts of the
Country. Having however
become mixed up with the
land

Land Revenue Considerations
in Kellore & adjacent
Districts the Valley tax
was maintained in
Kellore

In 1861 the Collector (Mr. Dykes) reported fully on the working of the Kaucha system or lease of separate grass farms and also of the Village Valley tax raised on the common cultivated Village area and the manner in which he would commute the whole into a land tax. He pointed out that the Kauchas let at rates varying from 7 pies to 1 anna 4 pies per acre while the revenue derived under the Village Valley tax (including Kauchas) did

From Coll.r's ltr 26th Oct.r 1861 No. 221
Prop.s Bd's Rev.e's ltr 21st Jany. 1862
No 1080

It is not clear what the claim of one-fourth of an acre of waste dry land + each acre of cultivated is - it appears to have been a claim (based on agricultural condition) which was respected in general commonage rights - if so, his recommendation amounted to a foreclosure of common rights adopted.

49

did not average more than 1/4 anna per acre of the cultivated land which is calculated to be available for pasture. He advised the abandonment of the annual lease (by auction) system and proposed to limit the village commonage for free grazing to one-fourth of the cultivated area or area of the village - with certain recommended additions - and to assess the rest at the general dry land rates to be prescribed by the revision of the assessment then under his (Mr. Dykes') management. And in respect to these rates he proposed a substantial reduction - apparently to

to one Rupee per acre — as would enable Ryots to hold dry land for pasturage, fallows &c. in proportion to their wants and Local Agricultural Conditions. Mr. Dyke is proposed to allow the Chettiné Villagers to Compound for the whole pasturage area of their village &c. settled on the Mokta or joint Village System — with arrangements for distributions in Severalty if required.

The Report was referred by the Board to the Settlement Depart.t with the observation that the subject "Cannot be treated Separately from the General revision of the Land Assessment of the District.

The

"The Board Consider "it of great importance "that Communal Rights "should be maintained "to a reasonable extent, "and that the assessment "on land incapable of "irrigation should be "sufficiently low to allow "of a Ryot in ordinary "good circumstances "holding land in grass "at the close rates without "ultimate loss."

In his letter above noticed the Collector (Mr. Dyke) had advocated the retention of the Pullery tax — whose principle and Effect he had perhaps misapprehended: He then Considered it a necessary protective tax. In 1864 and 1865 however, the Collector urged the immediate abolition

Bds. Coop. 13th July 1865 No. 3970
From Coll. 15th Sept. 1864 No. 309
" " 6th June 1865 No. 108
" " 21st July 1865 No. 47

abolition of the Pulley
tax pointing out that
it was a mere cattle
tax of a very objectionable
character and was
no longer required to
sustain a rapidly
advancing land revenue
derived from progressive
agriculture. He found
also that claims to
Pulley Wools of individuals
interfered seriously with
the Extension of cultivation
in the Northern Talugs.

The Board observed
"the objectionable nature
"of the Pulleru Grazing tax
"has been long estimated
"and upon the ground
"and upon the ground
"that the tax has now
"fallen considerably below
"what it was, whilst the
"land revenue has
"steadily increased; the
Other

"Other words that the land
"devoted to agricultural
"purposes has increased
"in quantity, while that
"devoted to the feeding
"of Stock has been diminished,
"the Collector now recommends
"that the tax should be
"abolished + + + + Mr. Dyke
"has shewn sufficient
"grounds for the eventual
"abolition of the grazing
"tax in his District, but they
"are still of the opinion
"expressed in those
"paragraphs of their
"Proceedings under date
"21st January 1862, No. 488, which
"are referred to above,
"and they are not prepared
"to request the Government
"to reconsider their orders
"directing that this tax
"should be continued
"until the introduction
"of the revised Assessment"

Sam

In 1867 Mr Dyke
a gave urged immediate
abolition of the tax and
recommended as a
temporary substitution
"that all (uncultivated)
"land not demarkated
"and surveyed in detail
"for occupation be let
"as pasture x x x for a
"term of 2 years at an
"upset price of 2 ans:
"an acre in the western
"and 4 ans: an acre in the
"Coast Talugs" preference
being given to the Villagers
to take the pasture
at this premium rate
- failing them that the
rent be put up to the
highest bidders.
The Board recommended
the abolition of the tax
- without reference to
the revision of the Land
Settlement

Bomb: Progs: of 2 Sept: 1867 No. 5688.

Settlement with the Village
"the tax has no intimate
"or immediate connexion"
and "the restriction of
"cultivation of this character
"solely to pasture rents"
They proposed to
Commute the Village
Common up to 30 per cent
of the cultivated and
occupied area or
area of the Village as
a liberal concession
"If the over-plus" they added
"be sufficient to make
"it worth while x x x it
"should be rented annually
"or biennially to the highest
"bidder" x x x as the fair
"value of the pasture is
"more likely to be realized
"by rent than a fixed
"charge per acre"
The Government
Concurred with the Board
"that there is no sufficient
reason

"remain for any longer
"deferring the abolition
"of this Condemned System
"of taxation in favour
"of that which has been
"approved elsewhere
"and accordingly authorize
"the Board to carry out
"the change in the manner
"proposed, viz, that so
"long as the demand
"for land on full assess-
"ment will allow of the
"privilege, common
"grazing land to any
"Extent Equal to Three
"per Cent. of the occupied
"area shall be reserved
"for the Villagers' use
"free of charge, and
"that when the balance
"is deserving of
"Consideration, the
"remaining waste land
"shall be rented out

"out to the highest bidder
"for grazing purposes
"on lease for one or two
"years, as the Collector
"may decide in Each
"case, on the condition
"that any portion required
"for occupation or full
"field assessment
"must be relinquished
"to Government, a
"proportionate deduction
"being made in the rent

One or two points in
the Board's Proceedings
on which the Government
Order in question was
passed may be specially
noticed. And in Para 11
they observe that the
Land tax of this Presidency
properly Consists of a
moiety of the produce
of any parcel of ground
which

which may be under
cultivation. "The Extent
"of land waste does
"not Enter into the
"Question of assessment
"at all, nor in fact Could
"it do so, for not only does
"it vary, but to make any
"addition to the assessment
"on this account would
"be to tax a ryot for what
"he does not possess
"as his own, while, when,
"as is sometimes the case,
"the whole waste is taken
"up, he should be taxed
"for what did not exist."
It may be added that
in no District of the
Country has uncultivated
waste been subjected
to Land tax either under
Native or British Rule
In Para 14 & 15 they Continue
"As the assessment is
fixed

"fixed Solely with reference
"to the productive power
"of the soil, and the ryot
"pays only for the land
"in his Exclusive occupation,
"he has no claim of right
"to the usufruct of unoccupied
"land, and the State
"is undoubtedly at liberty
"to realize a revenue from
"the latter. Prescriptive
"usage, and the liberal
"policy of the Government,
"however, give the ryot
"the privilege of grazing
"his Cattle in the Village
"waste under ordinary
"circumstances, and of
"Cutting fuel and taking
"leaves for manure and
"wood for his implements
"from the Village jungles.
"These privileges Cost
"the State little; they are
"highly valued by the people,
"and their withdrawal
"would be very unpopular."

"Where however the
"Extent of waste is large
"in proportion to the cultivated
"area, the right of the State
"with perfect propriety
"to realize a revenue
"from it is readily admitted,
"and in every District
"there are tracts adapted
"for pasturage, which
"it would be mere waste
"of time & money to survey
"into fields and assess
"for cultivation × × × × and
"for which rental as pasturage
"is the only course now
"open to Government".

I would observe that
the Government may perhaps
in theory claim to derive
revenue for any land
which may be turned
to account by the people,
but uncultivated and
unoccupied land has
no value, as above noticed,
hence, & is not subject to land tax

and

and in the Endeavour
of these Sentiments, it is
probable that the Board
have lost sight of the
first principles of a
Village System, which
has been fully recognized
in Malloe from time
immemorial under our
Taxational System. The
uncultivated waste
area of a Village is its
Communal property not
State property and is
immemorial Village right
and Commonage are
not privileges by Sufferance
but Common Law titles,
which should probably
be still respected in
the interest of public
policy & popular good
feeling.

I must venture
to add with reference
to the popular discontent

which

which has been evoked by the measure that the circumscription of Commonage in the uncultivated area of the Village to 30 per cent of the Cultivated area may, I fear, appear from the Ryots' standpoint more in the light of Confiscation than a "liberal Concession" as intended by the Board (Para 16).

Mr. Dykes thus describes the working of the System in his report on the District Cattle Shows for 1864:- "The Efforts "made to improve Stock, "assist the trading "Community, and raise "the Ryots, will however "be of little avail, should "the System be continued "that has been introduced "since the Cattle tax was

Bord: Proc: 20 March 1869 No 1458
From Collr: of 22 February 1869 No 392

"was abolished. Instead "renting out the pasturage "to the highest bidder. And "in concluding this Report, "I beg that the Board will "excuse my bringing forward "what is so closely connected "with Stock, and again "urging the necessity for "making over the pasturage "at fixed rates for a "term of five years at "least. The present "System alone destroys "the security under which "alone Capital can be "safely sunk in improving "Agricultural Stock. "As an Example, I may "mention the case of "Cheyda. This Village "in the Attanoor Talug "on the Southern bank "of the Pennaiar, has some "2000 head of cattle "under the Cattle tax "this Village paid Rs 105

a

"a year. Under the
"Criminal Auction System
"it was bid up to Rs1,100,
"and the Villagers had
"to buy back their pasture
"from a Stranger for
"Rs:300 more. They
"had to pay Rs: 1,479
"for what they previously
"paid Rs:109. They could
"not do Otherwise. They
"were helpless. These
"were the Cattle. The
"Village had nowhere
"else to send them to.
"And it will be little
"use giving away public
"money in prizes for
"the improvement of
"Stock, if those who
"breed the Stock are
"Exposed to fluctuations
"that in the instances
"Specified amounted
"to 1400 per cent, and in
"fact have no limit.
"To continue this System
would

"would be to neglect
"the abolition of a System
"and oppression by the
"reverse of a boon. It
"would be scarce possible
"to arrange a System that
"should give more unbounded
"power to the local
"Authorities & Expose our
"Village Communities
"to greater risks. It is
"simply necessary for
"some one to bid a Village
"up. And the Village is
"Ruined. If on the other
"hand those in authority
"think fit, such factious
"bidding can be stopped.
"But it is an Exercise
"of arbitrary power
"and we have 400,000
"Acres at present
"in mortgage held under
"these conditions".

In his letter dated
7th June 1869 No 398, Mr Dykes
again

again demonstrated that the auction system worked irregularly and capriciously throughout the District — the people in some cases paying as much as 9 Rs. an acre for open pasture, while elsewhere the revenue derived did not exceed 2 pies an acre. The general average of the District was 1¾ anna per acre. The Board's anticipations, he observed, had failed and "in no instance" he observed, "has the "true value been realized." "to too many false returns "have gone far to do "irreparable injury" He proposed to abolish the auction-system and that the whole unoccupied

unoccupied area of each village be offered to the community at the fixed rate for the taluq and that, if not taken up in common, the land should be apportioned at those rates amongst those who need it.

Bnds: Progs: 27 June 1869 No 4080
Progs: of Govt. 3d July 1869 No 2967
From Sec. of State 31st March 1870 No 10.

The Board of Government however saw no reason to alter the system and the Secretary of State approved the substitution of this system for the grazing tax formerly levied.

Desp: Sec. of State of 20th July 1871 No 21
Progs: Bd of Rev: of 18 Nov. No 2223

On the 13th June 1871 Mr. Dykes moved the Secretary of State in the interest of the Cattle breeding of the District & the Collector (Mr. Cagnew) has reported most unfavourably of the system under date 18 Oct. 1872. "While," he observed,

"It is as unprofitable as
"as possible, it is about
"the most unprofitable
"mode of dealing with
"the pasture that could
"be devised. xxx I find
"it hateful to the Villagers
"xx to have no absolute
"security & to feel that
"they really are at the
"mercy of any one. To be
"relieved of this hateful
"insecurity, I have not
"met with a single set
"of Villagers who would
"not rather pay a fixed
"rate of 2as: per acre,
"in order to secure permanency
"of tenure, and this even
"even in the case of
"Kanchan Shikh, I can
"say from observation,
"are not worth 2as: an
"acre". The rate he reports
had fallen from 1/4as.
per acre in 1869 to 1 anna
1 pie in 1872 and the
he considers that
revenue

revenue (30,000) might
be abandoned in the
face of the vast extension
of cultivation (rising in
10 years from 3 to 6 lakhs
of acres) but for the
regulations which were
needed in the interest
of peace amongst the
Villagers. Mr Ogilvie
recommended that a
fixed assessable rate
should be adopted
as urged by Mr Dykes,
which might be
apportioned on the
Pattahs for cultivation
in a manner which
(with the aid of the Villagers)
would be found practi-
cable under a careful
but rough classification
of the Pasture land. He
named rates varying from
3as to 1/2 as: per acre
but preferred one half
these

these rates for "Except in his own interest", he urges, "I do not see "why at the present day "the Nellore Ryot should "be the only one to be taxed "in respect of his cattle".

Mr. Thornhill has now examined the question on the spot and reports that the Auction-System has "clearly failed to fix "the true value of the land, "or to produce any good "result; on the other hand, "it has proved a fertile "source of ill-feeling and "discontent amongst "the people, and should "be avoided in future. "I do think the very worst "system that can be "adopted for renting "out farms of any kind". He states that Village "Communities would "willingly pay more than "is realized by Auction

to

From Mr. Thornhill's Report
of 20th March 1874.

to be rid of the "Dangers "& their interests - by open "Auction of their Village "Commons". He shows too that in many instances "faith" has not been kept in respect to the 30 per cent of the uncultivated area intended to be left in free common right to the Village Community under the Order of Government of 13th Nov. 1867.

I gather that Mr. Thornhill would extend the true Kancha System and when the Extent of jungle is in any Village is very large, he would cut out - as has been done when the true Kanchas were formed many years ago - real Kanchas from the uncultivated area or mark which was free

free to all Divn to 1867. But he would not do this when the Common area is less than one-& a-half as large as the cultivated area. He would roughly classify such new Kanchas and assess them according to quality at 3as, 2as & 1 anna per acre and let them for pasture by tender — the lease to run for 5 years.

The principle which Mr Thornhill advocates Commends itself by being in accordance with the precedent on a limited scale throughout the Country — and if it be desirable to circumscribe the Commonage rights of Village Communities the margin which he proposes to leave may not be altogether illiberal from

from a certain standpoint — but on review of the whole subject, I submit that even with Mr Thornhill's modifications the system in question must fail to be acceptable to the Ryots.

Leaving aside the question whether a cattle tax which was probably a mode of demand in its original form & principle could legally be maintained and Commuted after Act XXXII of 1860 became Law, I submit that the form which this Commutation has taken — viz the practical resumption & annual sale of the great bulk of the open Commonage of the Village Communities of Kellore — and the assessment of uncultivated and unoccupied waste —

is probably unprecedented as a measure of revenue administration in the Presidency and is apparently uncalled for by the fiscal conditions of a District where extension of cultivation has been specially active during the last 10 years. It may happily be true that the feeling of the Country & these natural Combinations which are the bonds of Village Society have stayed for a time the more mischievous Consequences of the change but it is impossible that an ignorant system which practically ignores immemorial rights through out, traverses the Ancient Communal conditions of property

property in every Village and brings the harvest year by year the bulk of the ancient Common pasture land of the Country should be otherwise than repugnant to the feelings and judgments of our Ryots. As a System of Agricultural Administration it merits, I think, the Condemnation which it has met with at the hands of all who are practically acquainted with its working.

It may be true that Commonage is bad in theory and that its forclosure may force Ryots to raise green fodders for the Cattle and thus bring about a good End: But I submit

Submit that sound
policy claims respect
for the indigenous institu-
tutions of the country
and deprecate the
means by which it
is sought to inculcate
good agriculture.

I doubt whether the
so called concession
of 80 per cent free waste
can be expected to
mitigate the ill-feeling
of the people towards the
measure in question,
for even where faithfully
observed, this area is
probably insufficient
for the pastoral purposes
of the whole village and
the Ryots can scarcely
fail to perceive that
probably little or no
concession whatever
has been made, for
Even under a Pulley tax
Conditions

Conditions the Agriculturist
Cattle of the Village went
tax-free Everywhere and
I gather that pretty generally
Each Patteedar had a
right to the more or less
Exclusive use of the
adjacent dry land (to
the extent of greater-part
acre for every acre under
Cultivation) free of
assessment - irrespective
of this right-over the
Village Common &c. The
people they naturally feel that the G.O.
mere Continued
B their right which pertain
B the cultivated mark
of their village on which
the assessment is
sufficient heavy
to entitle they to tax free pasture
of agricultural Cattle.

On the whole I
would adopt the plan
which seems to be
Concurred

concurred in by most
authorities in respect
to the old Kauchas and
direct the Collector to fix
a moderate agreeable
Assessment with reference
to the quality of pasture
and other matters which
affect their value as
grazing-farms and
let them — with preference
to the Community within
whose Village area they
are comprised and
old tenants — for periods
of 10 years. If these
old Kauchas are found
assessed they will be
readily found tenants
as heretofore and in
most cases will be
taken up by the Village
Community dealt under
joint Pattah

With regard to the
Commonage

Commonage which has was
affected by the Pulling
tax — now abolished — I
would direct the Collector
to revise the Village areas
Village by Village & where
the Common pasture
land is obviously for
in Excess of the requirements
of the Community to form
new Kauchas to be let
under the same conditions
for a like period as a
tentative measure. But
I think that this measure
should for the present
be sparingly & gradually
applied and that the
proposed settlement
should be reported in
each individual case
to the Board of Revenue
or Director of Settlements
for confirmation, and
that in no case should

the

the restriction of the
Common mark Exceed
the limit proposed by
Mr Thornhill. I submit
that two acres to one of
the cultivated area should
be laid down as a
fair proportion for
the present.

I may observe
that I do not share
Mr Agnew's apprehensions
in respect to the consequences
of leaving the mutual
adjustment of common
rights &c. to the villagers
themselves as heretofore
For I think that the
State cannot interfere
in the regulation of
such matters in detail
without causing more
confusion than is likely
to arise from leaving
Village Communities

to

arrange such matters
amongst themselves

15/9 DR Powell

Revd 10 Oct 74

Note by the Hon'ble
W. Robinson C.S.I.
d/ 15 Sept 74

66

Fuel & Forest Reserves

I agree with Mr Lowis that there has been lamentable mismanagement and want of judgment in the matter of fuel and forest reserves in the District of Kattiawar arising out of allowing Collectors to start so-called reserves at discretion. Public convenience if not rights have met with scant consideration and much discontent has been excited. The whole thing requires fuller investigation and report.

In the meantime the immediate pressure has been relieved by a Government Summary

16 B.

& judicious and harmless arrangements of the Collector and it only remains to direct the Inspector of Forests and Board of Revenue to go into the matter thoroughly and submit a full report with recommendations to Government as suggested by Mr Sim.

I do not agree with Mr Shortridge in regard to keeping up the annoying fictions of fruit and forest reserves over valuable areas in respect to which undisputed village rights & riches in order that a somewhat Equivocal Revenue may be retained

15/9 J B Norton

Remarks by Hon'ble Sh
Robinson on No 0746/74
dated 15 Sept 1874 -

G. O. 3 Nov 74 No 1390.

16 Nov 74

16 C.

66

In the reference to
remarks
the [illegible] of
my Hon'ble Colleague
Mr. Robinson I beg
to remark that
I can find nothing
to be found but the view
that the Railways
of Kellner are
considered an item
of Revenue for. On
the contrary it has
always been treated
as an item of Miscellaneous Land
Rev. which I think
it really is - Mr Thorpe
in his name signifies
was a tenant of Clerk
Trade

Trades & Professions.

While Pultney is undoubtedly the most of State Ves-
-tiges - and there
few are clear of
Land Rat in many
Districts Shepherds,
& Herdsmen were
formerly taxed, as
such - and those
taxed as were abolished
as being Marks tax
but I am not aware
of any instance
in which praying
taxes such as the
Pultney was abolished
as being Marks tax -
Act XXXII of 1850
which

which - (when it was
intended to intro-
-duce a Licence tax
all over India, as
a substitute for
or substitute for
an Income Tax /
a Writer of the Mark
tax to a Hawker
does not apply to
the Pultney /
Kellow.

However the fact
is undeniable that
is that on
first introduction
of the District - some
70 yrs ago - we found
that the ruling
power derived a
revenue from parties
in the form either

either of a Cattle tax - / whether by Capitation or Composition / or of Pasturements - What we have chiefly in view is to abolish the Cattle tax - to reserve for the provision of the Villages a certain proportion of pasturage - and to rent out the lands - The duty to ascertain the quantity of manure by the change not only will have the Ryot saved the inquisitorial & vexatious and as many superstitiously think

GOVERNMENT OF MADRAS

the unlucky passage of numbering cattle - or the often unjust and arbitrary Composition - but they actually pay less to the State than the old Pullary yielded.

As to provide the "Cumcha" which are tracts of natural pasturage - reserved for that purpose and adapted for it rather than cultivation, the right of State to a revenue has never yet been questioned - nor do I see how it can be - The only question

community it will
seem be found,
as in the case of
of the joint Stock
of the Northern Circars
cars that the leading
members knew an
undue share of
the concern under
on the former management.
But as I said before
we should certainly
object to any law
which permitted to
be better & more
profitable than the
present.

As regards the
final reserves initiated
by Mr Dy Ker at the

in the case of his
Decision pro. I shall
greatly deplore the
abandonment of
this most important
Experiment - Mr
Dy Ker took into the
matter with great
earnestness - and
in such cases there
is always danger
that
the better Principles - an-
-tions to please the
superior - will pr
to pri & over-ride
private rights - pri
vileges & peculiarities
of which they have
not much idea.
Viewing - Very truly

Thus has occurred in Kellner. But the remedy can easily be established. The Colonel has only to curtail the reserves in the hinterland to the extent the requirements of the city. The whole area of the District can not better by the required for habitation and the nuisance can be more legitimately or more advantageously be the forest reservation for the production of fuel.

The total area required for fuel purposes to be only 50,000 acres - while the other waste must be first 3/4 of a million of acres. I find that in the last 20 years the occupied area has risen from 380,000 to 910,000 which of course entails a very considerable diminution in the area which formerly yielded scrub for fuel. And we know as a fact that the cost of firewood everywhere has greatly increased of late years - & that an alternative & cheap

and the population is
evidently it would be
time to ride. It is
therefore of that con-
sequence that labourers
should be formed
to meet this contingency
it is inevitable want.
Mr. Thornhill seems
surprised that the
Labourers should have been
selected in the com-
paratively little worked
Parish of Rathcormac. But
the reason is obvious -
experience had shewn
that it was very ex-
pensive - if indeed
possible - to select the
demanded tracts -
land in Agriculturally
large Districts could
not be obtained in
the Eastern part of the

v. pp. 49 to 52 of the
Thornhill report.

The Scarcity of the
Soil is chiefly
Grain Crops -

district with that
inconvenience to
the public - and the
direction to provide
for future wants to -
the Rathcormac Union
Mr. Thornhill says
that only 1/10th of the
Land is cultivated
and the rest is simply
but
fulfilled the direct
in views - And he says
that, as Mr. Thornhill
adds, that "the western
Eastern portion of the
District are very
Poor" the time I fear
is not far distant
when the District
will have to draw
to the Public Purse
from the very Poorest
in

in which, in the
side from right. the
Natives have been
formed.

The Trust Debt
has no status or Establishment in Malay
in which as the Native
bills. there are really
no "Trusts" - how can
that Debt have any
status - Moreover, when
the people Conservancy
Fund was established
it was declared that
the proceeds would be
expended locally
in restoring the Malay
people - & how can
the Fund in "Trust"
this can be done - but
if it be constituted
"Imperial" he should

lose our product
for local contribution
the receipts - & the
net surplus would
rightly be part of the
"Imperial" Revenue.

I would however earnestly
recommend for consideration
that the Inhabitants
of Trusts (which I understand might be included
for any / be included
to visit & labour
on the Road Natives
& Natives in the
District.

L. O. Smith

13. 10.

Minute by the
Honble Mr Swn C.S.I.
dy 13 Octr 1874 on
No 1044/74.

G.O. 3 Novr 1874 No 1390

16E

G.O. No 1390 & 3d Novr 1874

List of Statements sent with letter from
1st Member Board of Revenue dated 20 March
1874.

76

1. Statement showing the particulars of the reserved wood sec in the Rajam Taluq South Pennaur Division Nellore district

2 Jungle Reserves Nellore District.

3 Villagewar Statement showing the uncultivated area standing that under occupation by 100 per Cent in the Nellore District with reference to the last available accounts of Fusli 1282 - together with an Abstract Statement.

4 Statement showing the area, amount of rent &c of pasture farms in the District of Nellore for the 5 Fuslies from 1277 to 1281

5. List of Villages in which the old Kanchas existed, extent of Kancha rented in each and rent - Nellore District.

6 Statement shewing the amount of Pullaru tax &c from Fusli 1271 to 1276 in the district of Nellore.

7 Pasture lands sold or let off at a fixed rate in the Nellore district for Fusli 1282.

P 76.

1 Map of the Six principal talugs of the Nellore district.

2 Sketch Map of Nellore and its adjoining Villages showing the area reserved under wood &c.

J Thomson

First Member
Board of Revenue.

G. C. 3 Nov. 1874 No. 1390

Revenue Dept.

18

Memo: for Orders on No. 1044.

From G. Thornhill, Esq, 1st Member B. of Revenue

Submitting report on Canchas or Grazing farms of N. Ellore &c. first Reserves, and incidence of new Settlement. } 20 March 1874.

In this Letter Mr. Thornhill, First Member of the Board of Revenue, reports upon the several points adverted to in the Orders of Govt. dated 4th April 1873 and 22d January 1874, No. 386 and 98, Revenue Dept.

2. The subjects treated of are
(I) Canchas or Grazing Farms.
(II) First Reserves.
(III) New Settlement.

3. I. Canchas or Grazing Farms

In paragraphs 5 to 12 (inclusive) of his letter Mr. Thornhill reviews briefly the past history of this question down to the period when the Govt. at the suggestion of the Secretary of State called for a report upon the objections raised

raised by Mr. Dykes to the working of the Order passed on the 13th November 1867, No. 2676.

4. The report, which was made by Mr. Vans Agnew thereupon, was reviewed in G. O. 4th April 1873, No. 386, Revenue Dept, but no decision was recorded the question being referred for further investigation to a Member of the Revenue Board.

5. These Cunchas are of two kinds, viz: (1) the grazing tracts so called rented out for pasture ever since the acquisition of the District by the British Govt.; and (2) the waste lands over and above 30 per cent allowed to the villagers as free pasture and ordered to be rented out for grazing to the highest bidder, by G. O. 13th November 1867, No. 2676, Revenue Dept. on the

the abolition of Pullari proper.

6. From a "list of Villages in "which old Cunchas exist" which forms enclosure No. 5 to Mr. Thornhill's report it appears that in the six Talugs which make up the Principal Division of the District an extent of land estimated at 115,760 acres in 169 villages was let out for grazing of the first kind alluded to in the preceding paragraph, and produced an annual revenue during the five years ending with Fasli $\frac{1274}{1864-65}$ of Rs. 7,718 as shown in the following abstract. No figures are available to exhibit similar particulars for the Sub-Division. The average charge per acre comes to 0-1-4

Talugs.	Number of Villages	acreage under Farms.	average annual assessment during the five Faslies 1274-1278.			average per acre.		
		acres.	Rs.	As.	P.	As.	P.	
1. Gudur	9	2,391	436.	-	-	"	2	11
2. Nellore	12	7,448	525.	-	-	"	1	2
3. Rapur	30	38,779	2,403.	-	-	"	"	11
4. Udayagiri	30	25,779	1,166.	-	-	"	"	9
5. Kavali	38	20,511	1,245.	-	-	"	1	"
6. Atmakur	50	20,852.	1,943.	-	-	"	1	5
	169.	115,760.	7,718.	-	-	"	8	2

Enclosure

7. Enclosure No 6 which professes to show the amount of Pullari tax from Fasli 1271 to Fasli 1276 in all Talugs of both Divisions is not exactly consistent with the statement already referred to, nor is the revenue from "the true Cunchas" given apart from "pullari" in all cases. Omitting the last two faslis the figures of which it is impossible to compare with the others it appears that the receipts from "Pullari" and "Cunchas" in the four faslis 1271-1274 averaged annually for the whole district Rupees 84,475 and Rs 9,978 respectively as follows.—

Fasli	Pullari.	Cunchas.	Total
1271.	Rs 93,503.	Rs 9001.	Rs 102,504
1272.	84,839.	8,975.	93,814
1273.	82,203.	11,479.	93,682
1274.	77,355.	10,456.	87,811
Total—	3,37,900.	39,911	3,77,811.
Average—	84,475.	9,978.	94,453.

8. On the abolition of pullari proper in 1866 the second

second kind of Cunchas alluded to in paragraph 6 supra was instituted and from Enclosure No 4 to the Report under review it appears that the average annual revenue derived during the five years following the change, and including the rents of both old and new Cunchas, was Rupees 32,924 from an average extent of 4,89,146 acres, as shewn below.

Year	Area.	Amount.	Rate per Acre		
	acres.	Rs	Rs	an.	P.
1277	5,02,273	27,917	0.	0.	11.
1278	4,74,873	35,156	0.	1.	2.
1279	468.062	35,852	0.	1.	3.
1280	5,00358	32,296	0.	1.	3
1281.	5,00167	33,402.	0.	1.	1.
Total—	24,45,733	164,623.	0.	5.	8.
Average.	4,89,146.	32,924.	0.	1	1 3/5

9. The relief afforded was

was therefore the difference between the former pullari receipts and the revised arrangements from Cuchas. or Rupees 94,453 — 32,924 = 61,529.

10. The extent of land thus rented out was exclusive of the area which had been reserved from time to time under the orders of the Board for the purpose of encouraging the growth of fuel. It appears from paragraph 40 of Mr. Thornhill's report that these fuel reserves occupied 149,000 acres

acres and from paragraphs 17 and 42 that the Collector in consequence of the complaints made to him by the villagers on account of the exclusion of their cattle from these reserves arranged with them to rent the grazing here also at the rate of 2 annas an acre all round with certain precautions for the preservation of the jungle. (This was done, it is to be observed, without any reference to the Board.)

The

11. The result is shewn in Enclosure No. 9 to Mr. Thornhill's report of which the following is an abstract

Year	Extent sold in auction		Leased at 2 annas per acre.		Total	
	acres	Rent	acres	Rent	acres	Rent
1282 —	548.305	39,065.	149132	18642	697,437	57,707

12. Mr. Vans Agnew has thus practically raised the Cuncha Revenue by Rs. 25,000 and has adopted without sanction the principle which Mr. Dykes advocated of a fixed rate per acre though he has applied it to land which Mr. Dykes never intended for cattle. The regular Cuncha revenue has also increased in this fasli (1282).

13. In regard to the question raised by Mr. Dykes it is the opinion of

Mr. Thornhill that the villagers would prefer the option of taking up the grazing tracts in preference to the uncertain tenure now in force under which they are not certain of retaining it if some outsider thinks it worth his while to out-bid them at auction.

14. He also shews that in many cases the 30 per cent allotted to the villagers for free pasturage has been encroached upon and that they have therefore not had the full benefit of the allowance made to them in 1866 on the abolition of the pullaree.

15. Before considering Mr. Thornhill's proposals for

For the future treatment of these pastures it is to be noted that his observations mainly refer to the Principal Division comprising the 6 Southern Taluqs. There is a difference here between the Eastern and Western Taluqs in regard to pasturage tracts. In the former waste lands are smaller in extent while in the latter the area available for grazing is far in excess of the requirements of the resident villagers.

16. Under the old system the "true Kanchas" occupied in the western Taluqs a larger area than in the Coast Divisions as is shewn below

below.

Taluqs	Western	Eastern
	Acres	Acres
Gudur		2,391
Nellore		7,448
Kavali		20,511
Rapur	38,779	
Atmakur	20,852	
Udayagiri	25,779	
	85,410	30,350

17. Under the new system (taking the figures for Fasli 1282) the proportion of land occupied under grazing rents in the western and eastern Taluqs is exhibited as follows for the entire district.

		Taluqs	Acres	Acres
Western	1	Rapur	1,32,830	
	2	Atmakur	86,345	
	3	Udayagiri	69,972	
	4	Kanigiri	54030	3,43,177
Eastern	5	Gudur	80,861	
	6	Nellore	21,382	
	7	Kavali	63017	
	8	Kandukur	19,934	
	9	Ongole	19,934	2,05,128
			Total	5,48,305

Mr. Thornhill

18. Mr. Thornhill says (paragraph 15) that "the cattle of the eastern "Taluqs no doubt resort "in large numbers to the "western pastures; but as "a rule their owners enter "into private arrangements "with the inhabitants of "the western villages who "themselves rent the "pastures from Government." It would seem from paragraph 27 that notwithstanding the opportunity afforded to the coast ryots little advantage is taken of the auctions in securing pasture lands in the western Taluqs. They prefer to sub-rent small tracts or to hand over their animals to the western villagers paying so much a head.

19. This fact, as well as the low rate at which the pasturage is let (but little over 1-1/4 per acre. vide paragraph 8 *supra*) tend to shew that the system of auction has not on the whole borne hardly on the people.

20. Mr. Thornhill however considers that the lands which may hereafter be declared available for pasture rent should be classified roughly at annas 3, 2 and 1 per acre and "let "by tender or darkhast in "preference to being put "up to auction" (paragraph 34)

21. The proposals which Mr. Thornhill makes

makes for the settlement of the Rancha question are

(1) That all grazing rents should be abolished in villages where the waste does not exceed 150 per cent of the cultivated area.

(2) That in villages where the waste exceeds 150 per cent a tract of that extent should be set aside as free pasture for the villagers, the excess being let at certain fixed rates per acre by tender or darkhast.

(3) That such leases should be as a rule for 5 years and in certain exceptional cases for ten years.

(4) That during the currency of these leases the land should not be available for cultivation on darkhast.

(5) That the rates should be annas 3, annas 2, and anna 1 per acre to be determined by the Collector who should be allowed general latitude of discretion as to details in leasing the Ranchas.

22. The exceptional cases in which ten year leases are proposed are described in paragraph 33. The instance quoted is of a coast ryot who holds in a Western Taluq a Rancha which he has improved at considerable cost and has enjoyed many years. Mr. Thornhill says "it is "but right that a man "in his position should have

"have some security against
"being outbid at auction
"for his pasture and that
"he should not be liable
"to have a patch of land
"in its midst taken up for
"cultivation". The Collector
advocates even longer
leases and is anxious to
be enabled to assign to
such men long leases of
good pasture farms.

23. It must be observed that no rule is proposed for giving the preference to the ryots of the village in which the Kaucha exists. In the case noted in the preceding paragraph an outsider has held for a long term of years an extensive Kaucha in another Taluq and has a prescriptive right

right to hold possession; but if a cattle proprietor was desirous of newly acquiring such a pasture farm out of his own village it is not clear how it could be arranged that his darkhast or tender could be accepted in preference to that of any resident of the village or indeed any one else: without opening the door to some of that corruption and under hand dealing which the Collector so emphatically declared to be the bane of the auction system which it is now proposed to abolish.

24. The papers forwarded do not shew the probable result in a money point

point of view of Mr. Thornhill's proposals. The new rates have not of course been allotted on the available area and this area can only be roughly estimated from the figures furnished. From enclosure 3 to the report it appears that out of 869 Government villages in the 9 Talugs which are comprized in the Nellore District the occupied area in 562 villages is below 100 per cent of the occupied lands. The unoccupied area in the remaining 307 villages exceeds the occupied by 100 to 200 per cent in 152 villages and by 200 per cent and upwards in 155 villages. It is impossible to gather from the statement the exact acreage which is available with reference to the arrangement now proposed by Mr. Thornhill but it appears that these 307 villages comprize an area of 1,221,000 acres of which 456,837 are either (1) Govt. or Inam land in occupation or (2) Lands reserved for public purposes (not shewn what these purposes are) leaving

leaving an extent of 764,163 acres unoccupied.

25. With reference to the arrangement under which 30 per cent of the waste was reserved for village free-pasturage, attention is requested to paragraph 132 of Mr. Rundall's Settlement Report. It appears from this that the Board in making this proposition had in view the prospect of the revised assessment being low enough to provide for a portion of each holding being in rotation kept under pasture. Had such been arranged, the 30 per cent would have been a liberal enough concession, but as the settlement ultimately made did not so provide (though the poorer soils comprizing the land ordinarily held as pasture have been considerably lowered as regards assessment) the larger percentage of village pasturage proposed by Mr. Thornhill seems equitable.

26. II. Fuel Reserves. In paragraphs 36–40 of this report,

Mr.

Mr Thornhill epitomizes the history of these reserved. It is evident that the specially selected and planted tracts near Nellore have not succeeded well, while the observations in paragraph 42 shew that while the requirements and often the rights of the people met with scanty consideration in the more remote localities, a great area was conserved to very little purpose.

27. The fuel reserves are confined to the 6 talugs of the Principal Division of the District and Kandukur in the Sub Division. From Enclosure 2 to the Report, the following abstract has been prepared shewing the extent in each Taluq so reserved and the amount which, under the Collector's recent orders has been realized from them for

for grazing

Talugs	No. of Villages	Extent Acres.	Amount of grazing tax at 2 annas per acre.		
Rapur	40	38.739	4693	7	6
Gudur	30	20.310	2434	6	4
Nellore	25	24.457	2819	12	0
Atmakur	9	17.712	2176	10	0
Kavali	20	21.251	2544	4	6
Udayagiri	12	15.822	1652	13	0
Kondukur	9	15.285	1035	12	0
	145	153.576	17357	1	4

28. In column 3 of this Statement are included 13.588 acres in seven villages which were not sold either because the villagers refused the lease or for other reasons, so that the sum actually realized was obtained from 139.988 acres. This differs slightly from the extent and assessment entered in the abstract in paragraph 12 X of this Memorandum.

29. Mr Thornhill would retain all the reserves, treating those outside a radius of 20 miles from Nellore on the

the same principle as the "Kanchas", with the additional rule that no wood cutting should be allowed and no goats should graze in them. The reserves within the 20 mile padins should, he thinks be divided into lots, and let for cutting at the rate of one-eighth of the whole in each year, the portions so cut being kept free from cattle till they had shot up again. This is the principle observed in Sirikarvettah referred to in paragraphs 53-56. The jungle there, in the periodical cuttings, is not entirely denuded, but sufficient left to afford shade and protection to the young shoots. (This plan might be observed at Nellore.

30. Mr. Thornhill recommends (paragraph 55) that seeds of the best kinds of trees might be

be sown after each felling at Sirikarvettah.

31. The question of leaving sufficient wood for the ryots domestic purposes has not been touched upon, but it is observed from Enclosure N.1, which gives the particulars of reserved wood &c. in the Papur taluq, that out of the unoccupied area about 12,000 acres were set aside with this object in addition to the 30 per cent waste over and above the extent to be reserved and sold as "Kancha."

32. III. The New Settlement is the last subject remarked on by Mr. Thornhill with reference to G.O. 22nd January 1874 N°98 paragraph 3, in which he was called upon to report on the points raised by the Secretary of State.

33. The conclusion to which Mr. Thornhill comes is that not one

figure

figure of Mr. Rundall's settle-
ment should be altered and
that there is no ground whatever
for relieving the Nellore ryots
of their fair share of the burdens
of the State.

34. The inequality in rates which
has given rise to the present
difficulty is explained in para-
graphs 66-69. Formerly when
the assessment was considered
too high, reductions were made
by Mr. Smalley, but his opera-
tions only extended to parts
of Nellore and Gudur, and
the villages so dealt with were
therefore better off than the rest
of the district. When a sub-
sequent measure of relief was
afforded, it was given in the
shape of a general reduction
all round, so that the already
favored villages again benefitted
by having "their assessments
"reduced beyond all reason"
(paragraph 68). The result
of the strict scrutiny set on
foot by the Settlement Department
was

was that this discrepancy was
brought to light and these
highly favored villages called
upon to pay an increase, in
some cases exceeding 100 per cent,
while in rare cases, individual
holdings were assessed at treble
the original amounts.

35. All officers consulted
by Mr. Thornhill were of opinion
that in these cases it would be
impossible, without great hard-
ship, to impose the full rates
at once. A scale is therefore
suggested (vide Appendix to
Report) for the gradual en-
hancement of the rates where
the increase is exceptionally
heavy. By this scale an in-
crease of 300 per cent would
be spread over 20 years - 200
per cent over 15 years - 180 per
cent over 10 years and so on.

36. Besides this relief Mr.
Thornhill would adhere to the
rates originally proposed by
Mr. Rundall, by which an

increase

increase of £18,867 suggested by Mr. Bambury and approved by the Board and Government would be permitted on wet lands which had already had their assessment very heavily raised, and the average per acre be reduced from £4.5.11 to £5.11.6.

E J M

Revenue Department.

92

No 1390.

Proceedings of the Madras Government.

Under date the 3rd October 1874.

Read the following papers:-

From G. Thornhill, Esq. 1st Member Bd of Revenue

Submitting report on Kanchas or grazing farms of Nellore &c fuel reserves and incidence of new settlement.	H.E. 20th March 1874.

Minute by the Hon: Mr Sim — " 17th June 1874.
Do by the Hon: Mr Robinson — " 15 Sept. 1874.
Do ——— Do ——— " 15 Sept. 1874.
Do by H.E. the Governor — " 1st Oct. 1874.
Do by the Hon: Mr Sim — " 13 Oct. 1874.

In this letter Mr. Thornhill, First Member of the Board of Revenue, reports upon the several points adverted to in the Orders of Govt dated 4th April 1873 and 22d January 1874, No 386 & 98, Revenue Dept.

2. The subjects treated of are
(i) Canchas or Grazing Farms
(ii) Fuel Reserves
(iii) New Settlement.

The

3. The latter part of the report on (III) "New Settlements" has been already disposed of in G.O. 16 October 1874, No. 1333.

4. I. Canchas or Grazing Farms.

In paragraphs 5 to 12 (inclusive) of his letter Mr. Thornhill reviews briefly the past history of this question down to the period when the Govt. at the suggestion of the Secretary of State called for a report upon the objections raised by Mr. Dykes to the working of the Order passed on the 13th November 1867, No. 2676.

5. The report, which was made by Mr. Vans Agnew thereupon, was reviewed in G.O. 4 April 1873, No. 386, Revenue Revenue Department, but no decision was recorded the question being referred for further investigation.

6. These Canchas are of two kinds, viz: (1) the grazing tracts so called, rented out for pasture ever since the acquisition of the District by the British Govt.; and (2) the waste lands over and above 30 per cent allowed to the villagers as free pasture and ordered to be rented out for grazing to the highest bidder, by G.O. 13 Novr. 1867, No. 2676, Revenue Dept. on the abolition of Pullari proper.

7. From a "List of Villages in which old Canchas exist" forming enclosure No. 5 to Mr. Thornhill's report it appears that in the six Talugs which

which make up the Principal Division of the District an extent of land estimated at 115,760 acres in 169 villages was let out for grazing of the first kind alluded to in the preceding paragraph, and produced an annual revenue during the five years ending with Fasli 1274 / 1864-65 of Rs 7,718 as shown in the following abstract. No figures are available to exhibit similar particulars for the Sub Division. The average charge per acre comes to 0-1-4.

Talugs.	Number of Villages	Acreage under pasture Farms.	Acreage annual assessment realized in the five Fasslies 1270-1274.	Average per acre
		acres.	Rs. A. P.	Rs. A. P.
1 Cudaur	9	2,391.	436. - -	- 2. 11.
2 Nellore	12	7,448.	525. - -	- 1. 2.
3 Rapur	30	38,779.	2,403. - -	- - 11
4 Udayagiri	30	25,779.	1,166. - -	- 1. 9.
5 Kavali	38	20,511.	1,245. - -	- 1. -
6 Atmakur	52	20,852.	1,943. - -	- 1. 5
	169	115,760.	7,718. - -	- 1. 4

Enclosure

8. Enclosure No 6 which professes to show the amount of Pullari tax from Fasli 1271 to Fasli 1276 in all Talugs of both Divisions is not exactly consistent with the Statement already referred to, nor is the revenue from "the true Cunchas" given apart from "pullari" in all cases. Omitting the last two fasslies the figures of which it is impossible to compare with the others it appears that the receipts from "Pullari" and "Cunchas" in the four fasslies 1271-1274 averaged annually for the whole district. Rupees 84,475 and Rs 9,978 respectively as follows.

Fasli	Pullari	Cunchas	Total.
	Rs.	Rs.	Rs.
1271.	93,503.	9,001.	1,02,504
1272	84,839.	8,975	93,814.
1273	82,203.	11,479.	93,682
1274.	77,355.	10,456	87,811.
Total.	337,900	39,911.	377,811.
Average.	84,475.	9,978	94,453

9. On the abolition of pullari, proper

proper in 1866 the second kind of Cumcha alluded to in paragraph 6 supra was instituted and from enclosure No 4 to the Report under review it appears that the average annual revenue derived during the five years following the change, and including the rents of both old and new Cumchas was Rupees 32,924 from an average extent of 4,89,146 acres as shown below

Year.	Area.	Amount.	Rate per acre		
			Rs	a.	p.
1277	acres 5,02,273.	Rs 27,917	-	-	11
1278	4,74,873	35,156.	-	1	2
1279.	4,69,562.	35,852	-	1	3.
1280.	5,00,358	32,296.	-	1.	3.
1281	5,00,167.	33,402.	-	1.	1.
Total	24,45,733.	1,64,623	-	5.	8
Average	4,89,146.	32,924.	-	1	13/5

10. The relief afforded was therefore the difference between

between the former pullaie receipts and the revised arrangements from Cumchas or Rupees 94,453—32,924 = 61,529.

11. The extent of land thus rented out was exclusive of the area which had been reserved from time to time under the orders of the Board for the purpose of encouraging the growth of fuel. It appears from paragraph 40 of Mr Thornhill's report that these fuel reserves occupied 149,000 acres and from paragraphs 17 and 42 that the Collector in consequence of the complaints made to him by the villagers on account of the exclusion of their cattle from these reserves

reserves arranged with them to rent the grazing here also at the rate of 2 annas an acre all round with certain pre-cautions for the preservation of the Jungle.

12. The result is shown in Enclosure No. 7 to Mr. Thornhill's report of which the following is an abstract

Year.	Extent sold in auction		Leased at 2annas per acre.		Total	
	Acres	Rent	Acres	Rent	Acres	Rent
1282.	548,305	39,065	149,132	18,642	697,437	57,707

13. Mr. Vans Agnew has thus practically raised the Cuncha Revenue by Rs. 25,000 and has adopted the principle which Mr. Dykes advocated of a fixed rate per acre

acre though he has applied it to land which Mr. Dykes never intended for cattle. The regular Cuncha revenue has also increased in this fasli (1282)

14. In regard to the question raised by Mr. Dykes it is the opinion of Mr. Thornhill that the villagers would prefer the option of taking up the grazing tracts in preference to the uncertain tenure now in force under which they are not certain of retaining it if some outsider thinks it worth his while to outbid them at auction.

15. He also shows that in many cases the 30 per cent allotted to the villagers for free pasturage has been encroached upon and that they have therefore not had the full benefit of the allowance made to them in 1866 on the abolition of the pultare.

16. Before considering Mr. Thornhill's proposals for the future treatment of these pastures

pastures it is to be noted that her observations mainly refer to the Principal Division comprising the 6 Southern Talugs. There is a difference here between the Eastern and Western Talugs in regard to pastarage tracts. In the former waste lands are smaller in extent while in the latter the area available for grazing is far in excess of the requirements of the resident villagers.

17. Under the old system the "true Cunchas" occupied in the western Talugs a larger area than in the Coast Division as is shown below.

Talugs.	Western	Eastern
Gudur	acres	acres 2,391
Nellore		7,448.
Kavali		20,511.
Rapur	38,779	
Atmakur	20,852	
Udayagiri	25,779	
	85,410	30,350

18. Under the new system (taking the figures for Fasli 1282) the proportion of land occupied under grazing rents in the Western and Eastern Talugs is exhibited as follows for the entire District.

		Talugs	Acres.	Acres.
Western	1	Rapur	132,830	
	2	Atmakur	86,345	
	3	Udayagiri	69,972.	
	4	Kanigiri	54,030.	343,177
Eastern	5	Gudur	80,861	
	6	Nellore	21,382.	
	7	Kavali	63,017	
	8	Kandukur	19,934	
	9	Ongole	19,934	205,128
			Total-	548,305.

19. Mr. Thornhill says (paragraph 15) that "the "cattle of the Eastern Talugs "no doubt resort in large "numbers to the western "pastures; but as a rule "their owners enter into private "arrangements with the inhabi- "tants of the western villages "who themselves rent the pastures "from Government." It would

would seem from para-
-graph 7 that notwithstand-
-ing the opportunity afford-
-ed to the coast ryots little
advantage is taken of the
auctions in securing pasture
lands in the western Taluqs.
They prefer to sub-rent small
tracts or to hand over their
animals to the western villagers
paying so much a head.

20. The proposals which
Mr. Thornhill makes for the
settlement of the Cumcha
question are

(1) That all grazing
rents should be abolished
in villages where the waste
does not exceed 150 per
cent of the cultivated area.

(2) That in villages
where the waste exceeds
150 per cent a tract of
that extent should be
set aside as free pasture

for

for the villagers, the
excess being let at certain
fixed rates per acre by
tender or darkhast.

(3) That such leases
should be as a rule for 5
years and in certain ex-
-ceptional cases for ten years.

(4) That during the
currency of these leases
the land should not be
available for cultivation
on darkhast.

(5) That the rates should
be annas 3, annas 2, and
anna 1 per acre to be deter-
-mined by the Collector who
should be allowed general
latitude of discretion as to
details in leasing the Cumchas.

21. The exceptional cases
in which ten year leases
are proposed are described
in paragraph 33. The instance
quoted is of a coast ryot

who

who holds in a <u>western</u>
Taluq a Cuncha which
he has improved at
considerable cost and
has enjoyed many years.
Mr. Thornhill says "it is
"but right that a man
"in his position should
"have some security against
"being outbid at auction
"for his pasture and
"that he should not be
"liable to have a patch
"of land in its midst
"taken up for cultivation".
The Collector advocates
even longer leases and
is anxious to be enabled
to assign to each man
long leases of good pasture
farms.

22. The papers forwarded do
not show the probable result
in a money point of view
of

of Mr. Thornhill's pro-
posals. The new rates
have not of course been
allotted on the available
area and this area can
only be roughly estimated
from the figures furnished.
From enclosure 3 to the Report
it appears that out of
869 Government villages
in the 9 Taluqs which
are comprised in the
Nellore District the un-
occupied area in 562
villages is below 100 per
cent of the occupied lands.
The unoccupied area in
the remaining 307 villages
exceeds the occupied by
100 to 200 per cent in
152 villages and by
200 per cent and
upwards

upwards in 155 villages. It is impossible to gather from the statement the exact acreage which is available with reference to the arrangement now proposed by Mr. Thornhill but it appears that these 307 villages comprize an area of 12,21,000 acres of which 4,56,837 are either (1) Govt. or Inam land in occupation or (2) Lands reserved for public purposes leaving an extent of 764.163 acres unoccupied.

23. H.E. the Governor in Council has given his attentive consideration to the plan which has been suggested for relieving the ryots of Nellore of a System which has been shown to be burdensome to them,

100

24. His Excellency in Council is not prepared to admit that the reserve originally suggested by Mr. Dykes - viz: one fourth of an acre waste for every acre cultivated - is so far wrong that 1/2 acres waste should be substituted for it. The Board at the time proposed some what more than Mr. Dykes, and also that "fair average pasture" land should be selected, the surplus if sufficient to make it worth while being let annually or biennially. The first proposal (para 20 supra) is therefore sanctioned, 50 per cent being substituted for 100, and with the proviso that the surplus be [illegible] only when of material extent.

The

25. The plan of

putting the rents up to
auction is obviously in
~~auction was doubtless by~~
~~the highest degree un-~~
~~Govt because no better~~
popular and
~~was suggested. It obvious-~~
~~ly leaves least room for~~
~~malpractice,~~ but if any
better system ~~or one as~~
~~good but more acceptable~~
~~to the people~~, can
now be proposed the
Govt are quite prepared
to adopt it. They do
not however quite under-
stand how the plan pro-
posed by Mr. Thornhill
for advertising leases
of pasture "at certain
fixed rates by tender or
darkhast" is to be
worked. The word
"tender" usually implies
that the price is not
fixed but depends upon
competition. This is ob-
viously not meant here.

The

I would suggest
the plan of putting
up to auction is obviously
to be rejected
degree unpopular,
and if any better system
can be suggested

101

The question then arises
how is the arrangement
to be carried out? No
rule is proposed for
giving the preference to
the ryots of the village
in which the Kancha
exists but if a cattle
proprietor is desirous
of acquiring a pasture
farm out of his own
village it is not clear
how it can be arranged
that his darkhast or
tender could be accepted
in preference to that
of the villagers, or indeed
of any one else, without
opening the door to some
of that corruption and
underhand dealing which
the Collector is emphat-
ically declared to be
the bane of the auction
system which it is now

proposed

proposed to abolish.

26. The Board of Revenue will be requested to report on the point how the leases are to be selected. It should be borne in mind that experience has shewn that in point of rent to villagers the burden falls upon the poor and it is important to know how the amount of rent is to be apportioned.

27. Leases to known cattle breeders, such as the person mentioned in paragraph 33 of Mr. Thornhill's report, are clearly desirable. Probably the tract referred to is a true 'Kancha' and not merely the surplus waste of a village. Leases of the latter to outsiders seem incompatible with

Mr.

Mr. Thornhill's system.

28. The Governor in Council has no objection to the 3rd, 4th & 5th proposals (para 20 *supra*). The final sanction however must await the orders to be passed on the Board's report which should, if possible contain an estimate of the financial result of the scheme.

29. II *Fuel Reserves.* In paragraphs 36-40 of his report Mr. Thornhill epitomizes the history of these reserves. It is evident that the specially selected and planted tracts near Nellore have not succeeded well and the observations in paragraph 42 shew that while the requirements and often the rights of the people met with scanty

consideration

prop
26. Rev
to re
the
ed-
in
has
rend
bur
poor
to
of
ed-
27.
cat
the
par
The
cle
bal
to
not
was
of t
seem

consideration in the more remote localities, a great area was conserved to very little purpose.

30. The fuel reserves are confined to the 6 talugs of the Principal Division of the District and Kandukur in the Sub-Division. From enclosure 2 to the Report, the following abstract has been prepared showing the extent in each taluq so reserved and the amount which, under the Collector's recent orders has been realized from them for grazing.

Taluqs	No. of Villages	Extent acres	Amount of grazing tax at 2 annas per acre		
Kaspa	40	38739	4693	7	6
Gudur	30	29310	2434	6	4
Nellore	25	24457	2819	12	"
Kandukur	9	17712	2176	10	"
Kanigiri	20	21251	2544	4	6
Udayagiri	12	19322	1852	13	"
Kavali	9	13285	1035	12	"
	145	163576	17557	1	4

In

31. In column 3 of this statement are included 13,588 acres in seven villages which were not sold either because the villagers refused the lease or for other reasons, so that the sum actually realized was obtained from 1,39,988 acres. This differs slightly from the extent and assessment entered in the abstract in paragraph 12 *supra*

32. Mr. Thornhill would retain all the reserves, treating those outside a radius of 20 miles from Nellore on the same principle as the "Kanchas", with the additional rule that no wood cutting should be allowed and no goats should graze on them.

The

The reserves within the 20 miles radius should, he thinks be divided into lots, and let for cutting at the rate of one-eighth of the whole in each year, the portions so cut being kept free from cattle till they have shot up again. This is the principle observed in Shikarcotta referred to in paragraphs 53-56. The jungle there, in the periodical cuttings, is not entirely denuded, but sufficient left to afford shade and protection to the young shoots.

33. The question of leaving sufficient wood for the ryots' domestic purposes has not been touched upon, but it is observed from Enclosure No. 1, which gives the particulars of reserved

wood &c. in the Rapur taluq, that out of the unoccupied area about 12,000 acres were set aside with this object in addition to the 30 per cent waste over and above the extent to be reserved and sold as "Kancha".

34. The Governor in Council observes that there has evidently been much misapprehension and mismanagement about these fuel reserves. It was never intended to deprive the ryots of land really required for pasturage and reserves appear to have been created wholesale and often where they were not wanted.

Before

35- Before any further measures are adopted the Govt resolve to depute the Inspector of Forests to visit and report upon the Fuel reserves of the District. This report should be submitted through the Board of Revenue - From what Mr Thornhill says of the Strikaricottah jungle it is desirable that this important source of supply should also be professionally examined and Captain Walker should take the opportunity of enquiring into the subject of planting the Casurina along the coast northwards to Nellore. Madras is now largely supplied with

with this wood and as the coast canal will before long be opened to Kistnapatam plantations of Casuarina may advantageously supplement existing Coast jungles - He will notice Mr Thornhill's recommendation (para 55 of the Report) that seeds of the best kind of trees might be sown after each felling at Strikaricottah -

36. In the meantime the immediate pressure has been removed by the somewhat summary arrangement of the Collector, and matters may continue as they are till the Govt have

before

before them the further report now called for

37. The thanks of Govt. are due to Mr. Thornhill for his able and valuable report.

E W

1 To P. Thornhill Esqr. Dr. 28 Nov
14. The Board of Revenue J
3. The Inspector of Fisheries J
13. The Directors of Dockyard J.

R D

3 Nov 1874 @ 139°

16A-16E

16-17