

CONFIDENTIAL.

Nos. 21 & 22.

Land Revenue.

1873, No. 1,729) on the past and present Survey Establishment, the work achieved, the financial results, with the recommendation, expediting the object in view. It appears desirable to have before him a similar report. The Board are, therefore, requested to give their early attention to the subject.

2. The accompanying Memorandum lately drawn up at the desire of His Excellency the Governor by the late Acting Secretary in this department, and is now communicated confidentially to the Board of Revenue for consideration of the facts and figures it contains, and of the suggestions therein made with a view to cheapen and simplify the operations of the settlement.

(True E. act.)

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

To the Board of Revenue.

MEMORANDUM of the Revenue Settlement and Survey drawn up at the desire of His Excellency the Governor, by the Acting Revenue Secretary.

Causes which led to establishment of the Survey and Settlement Department

Defects of the old Surveys and Settlements

1. In consequence of the serious fall in the prices of all Agricultural Produce which took place throughout the Presidency between 1872 and 1880, the position of the agricultural interest became very seriously depressed, much land was allowed to fall out of cultivation and considerable difficulty was experienced by the Revenue Officers in realizing the rates of Government. A state of matters obtained the anxious consideration of successive Governments, considerable opportunity judgements of assessment were made in many districts, and eventually after much discussion, a resolution of the assessment of the entire Presidency, combined with a general Survey, was determined upon, in 1881.

2. In the Proceedings of Government, under date 14th August 1881, No. 114, the following observations were recorded:

"It appears superfluous to enter into any detailed argument in this place, to prove the necessity of a Revenue Survey of the Madras Provinces; it will be sufficient to refer briefly to some of the leading facts of the case. The necessity of accurate measurements of the land and of a more or less exact classification of soils, as the only basis of a fair Revenue Settlement, has been universally admitted; and this truth has been generally acted on in every one of the other divisions of the British possessions in India, except Madras. In this Presidency alone, though no extensive portion of it, except Kurnool, has been under direct British administration for less than half a century, there has hitherto been no regular survey. In some districts attempts were made in the years immediately succeeding the British assumption to establish something like a register of lands, and fixed rates of assessment, founded on actual measurement, and valuation. But these measures were in every case carried out in haste, with imperfect accuracy and in many respects in a very defective manner. The surveyors, so called, were wholly ignorant of any correct methods of measuring, and were under no official control; there were no maps, either field, village or talook, and no permanent boundaries; and even the records of the surveys have been imperfectly preserved. Hence even in those districts where the work was the least imperfect, as in the Ceded Districts, it is now admitted that few of the advantages of a really effective survey have been secured.

"But even these defective and imperfect surveys extended to only a few Districts, and there are many even at the present day, wherein the land Revenue demand is based merely on the unchecked statement of the Chusani, who thus has vast opportunity both of imposing assessments on the Ryots, and in collusion with them of defrauding the Government. To quote a few instances in the District of Chinnai it is notorious that during the last sixty years a great extent of waste and forest land has been reclaimed, which is partly liable to pay Revenue to Government, but on which there is now no account, in the absence of a survey, to enforce that right. In Vallabhpuram the Land Revenue Amrao claims are in a state of the utmost confusion. The settlements of the last Collector at the beginning of the century were based on no certain data, and they have been so tampered with since, that it is impossible at the present day to say to what class any given piece of land belongs, or what is the proper demand upon it, the only thing certain is that very numerous and extensive frauds have been committed and are now in operation, which only a survey can correct. In the Districts of Pudukkottai and Marudupatti, both of

which are in process of being... the influence of extensive systems of irrigation there is no accurate information as to the extent of the productive power of the soil; the cases are extremely unequal, and in great confusion while... that frauds are perpetrated with impunity; and the absence of information throws great difficulties in the way of levying a water-tax for the irrigation supplied.

"Other Districts might be cited, but the foregoing may suffice. The absence of accurate information as to the extent and the fair liabilities of the land has the most pernicious results. Not only does it operate injuriously on the Public Revenue, but it becomes a means by which the power and less influential classes are made to suffer; the latter of the wealthy, and as respects all, both rich and poor, it has the injurious effect of rendering their property insecure, of placing them in a position of grasping and unscrupulous men, and of diverting them from pursuits of honest industry, to watch over their interests at the Outcherry, or make favor for themselves with the Tahsildar.

"An accurate survey and careful settlement of the Land Revenue will remove these evils. Each man's payment will be certain; as a general rule there will be no remissions to be intrigued for, or purchased; and thus the scope for cringing and bribing on the one part, and of corruption on the other, will be very greatly diminished, and there is no doubt that under such a system a larger revenue may be obtained than at present, with less inconvenience to the people. Not only will the greater proportion of the payments now made to the Government Officers be saved to the Ryot; but by an equal distribution of taxation those who now pay exorbitantly will be relieved from such extra exaction, and the burden will be laid on those who now unfairly evade it. Nor is this all; it is morally certain that with a moderate and fixed assessment, the occupation of land will rapidly increase. At present, cultivation is undoubtedly repressed by the heavy burdens on the land direct and indirect; but when these are lightened, not only will the properly agricultural classes extend their holdings, but numbers of the trading classes will apply their acquisitions to agriculture.

"Further: It is certain that the high assessments, and the absence of accurate accounts, give occasion to very extensive fraud in the concealment of cultivation. Occasionally instances of this are brought to light on a large scale, so as to prove its existence, and it is well known to all Revenue Officers, that it exists largely, but it is concealed through the purchased connivance of the subordinate officials. With reduced assessments there would be less of this fraudulent evasion, because there would be less inducement to pay for such connivance; and with an accurate survey, and clear and simple accounts, such fraud would become difficult and dangerous.

"There seems no room for doubt that with a vast extent of uncultivated land, with a peaceable and industrious population, scantily fed and scantily employed, to the extent of being led to cross the sea in search of employment, though peculiarly averse to leaving home; with roads and other means of communication being every year improved and extended; under all these circumstances, it seems clear that such a reduction of assessment as would make agriculture profitable, would speedily be followed by a vast extension of cultivation. To these expectations are to be added the more powerful causes which will make it practicable to enforce the fair claims of the revenue on extensive tracts now overgrown with forest; and lastly, it must be noticed that the measures proposed must of necessity occupy a very considerable length of time. It can hardly be expected that the survey and settlement of this extensive Presidency can be accomplished in less than fifteen or twenty years; and thus only one twentieth of the Revenue will have to be dealt with in each year, and there will be full time for the repressive agencies called into existence by the new measures.

Advantages to be expected when accurate survey and careful settlement of the land revenue are made.

Probable cost and period required to complete the operations.

Opinion of the Government that expedition was of the greatest importance.

System on which the land assessments were to be revised.

Creation of the two departments and the extension of the cost of operations.

to come into operation. On the whole, considering the present depressed condition of the Presidency, it was far better to anticipate with confidence that the result of these measures, instead of a failure, will be an accession to the Revenue, while, as respects the people and the Public, there will be no loss. The Revenue will be derived from resources double or treble what are now available, and will be paid with corresponding ease and absence of privation."

3. It was estimated that the cost of the survey and settlement of the Presidency would amount to an aggregate sum of about £1,000,000 and would occupy from 15 to 20 years. The operations were to be extended only to those cultivated and cultivable portions of the country in which the Government were directly interested, which were estimated as 60,000 square miles in area.

4. In a despatch dated 7th December 1856, the late Honorable Board of Directors of the Bank of India, as follows:

"We fully concur in your opinion that the cost about to be incurred is not more than commensurate with the importance of the objects sought to be attained by it, and we therefore give our sanction to the expenditure required. We would only remark that the work should be pushed on as fast as efficient establishments can be organized, not only that the people and the Government may the sooner benefit by the proposed measures, executed with caution and judgment, but also from motives of economy, as it is obvious that the expenditure of Government must not be increased in a ratio proportionate to the increase of the work whether of survey or assessment which must be performed in the field."

5. As to the system under which it was determined to revise the settlement, it was originally proposed by the Madras Government that the State's share of the produce of each field, calculated on very liberal terms, for the ryot, should be recorded in terms of grain, and be converted into money, at the average price, which would remain in force for a period of seven or ten years; these grain assessments not to be perpetual, but to be declared unsuitable for a period of fifty years. The Home Government, however, objected to this proposal, and directed that the money rate on the land should be sufficiently moderate to allow for all ordinary fluctuations in the price of grain, and would, as to the Bombay settlement, remain in force for thirty years. Her Majesty's Government expressed similar views in 1870, when the Madras Government, upon a recommendation that all the new grain assessments should be declared perpetual in view of increasing the expenditure of capital in increasing the fertility of land. In 1865, after very considerable discussion in regard to the revision of the assessment in the Tanjavur District, Sir Charles Wood, then Lord High Treasurer, stated his deliberate opinion that the share of the net produce to be taken by Government should be one half, not to be worked out pedantically, or with any pretence to mathematical accuracy, but to be kept in view by every settlement officer in making his assessments.

6. At the close of 1857, the Survey and Settlement Departments were formally created, and an estimate was submitted by the Director of Revenue Settlement, under which it was proposed to complete the survey and settlement of the whole Presidency in 14 years at an annual outlay of about £75,000 for the two departments. The maximum area of the Survey field was to be two years in dry land and one year

(15)

7. In the meantime the Government of India had suggested that on financial grounds the survey and department should be suspended, but eventually, this revised scheme received the approval of Lord Stanley, Secretary of State for India, in 1853, in the following words:

[illegible]

Topographical and Hydrographical Survey completed and continuing to be done in the main districts.

The total area of the country was estimated at 10,000,000 acres, which was divided into 10,000,000 lots of 1 acre each. The survey was completed in 1879.

[illegible]

12. In addition to the surveys of the 13 districts mentioned, a special survey of the town of Danbury has been completed. Another of the 4 named towns in the laboring districts, and the survey of the Southbury, Danbury and Derby Mills may also be placed in this class of surveys. Other special surveys for dangerous labor situations have also been made.

13. In all about 17,313 square miles have been surveyed on the different systems. Of this, nearly 26,000 square miles have been specially surveyed, about 11,340 by topographical survey, and 20,111 by revenue survey proper, which, however, includes also all topographical details. The total expenditure of the Department up to December 31, 1877, has been Rs. 70,91,614 (nearly three-quarters of a million sterling) or about in the ratio of Rs. 415 to special survey, Rs. 140 to revenue survey, and Rs. 340 to Rs. 542, or Rs.1570 per mile, the average of all surveys, Rs.22,114, or a little over Rs.20 per mile, and the revenue survey proper Rs. 55,37,014, or a little over Rs.153 per mile. As only 11,828 square miles have been demarcated by the Department the cost of demarcation has on the average been Rs. 64 per square mile.

Total expenditures by the Survey Department, and per square mile.

Rate of expenditure during the past three typical years.

16. During the past three fiscal years ending March 31st, 1873, the actual gross expenditure of the Survey Department as compared with the budget estimate is shown in the margin. The gross expenditure during the three years has been

Budget Estimate.	Actual Expenditure.
1870-71, \$1,000,000	\$1,000,000
1871-72, " " " " "	\$1,000,000
1872-73, " " " " "	\$1,000,000

The actual gross expenditure for the three years has been \$1,000,000, or 100 per cent of the budget estimate. The actual gross expenditure for the three years has been \$1,000,000, or 100 per cent of the budget estimate.

10. In 1869 it was deemed advisable to make the survey topographically complete, and all portions of a district not required to be surveyed for revenue purposes, such as Zemindaries and other permanently encased properties, and Government lands which are never likely to be cultivated are now taken in hand by the Department, and surveyed on the scale of four miles to the inch, or where the locality is unhealthy, on a still smaller scale.

11. The Survey has commenced work in every district of the Presidency, with the exception of three, viz. Velloreputam, South Canara and Tanjore, and the Revenue work has been completed in eight of these.

* Godavery.	Chingleput.	In Ganjam this survey is
Krishna.	Tychnapoli.	nearly complete, and in
Sikora.	Satara.	Coimbatore and Cuddajah
Rurdaul.	Tinnevely.	it is more than half finished.
		In South Arcot about

Chandevary.	Chingapur.
Katam.	Pichimall.
De Horn.	Kalam.
Haroon.	Tamravalli.

In Ganjam this survey is nearly complete, and in Cuttack and Odisha it is more than half finished. In South Arcot, about

Abortion attempt to carry out settlement
operations under Collectors of districts.

Institution of the Topographical Survey.

*Roseau Survey gave a plot in eight districts
and partially done in seven others*

Locations in which the different survey data
concentrated points are now at work.

This party has a detailed map, listing topographical work in Oregon and Washington.

1. This party has close links
and is engaged in joint work in
the revolutionary and national policy

Profitable period and expense, required to complete the Barren Survey in the Afton districts as well as Vancouverian.

Predictable period and expenditures required to complete the Topographical Survey of the whole Presidency.

Effect of completing Spatial Storage

Given Respectfully by Subscription Department.

There is a surplus of the products manufactured in the United States and a need of a heavy and substantial, it is now generally admitted that the best source of this demand and market expansion is to create the change in the incidence of the land tax. The Tariff, the duty and a portion of the price of imports are paid by the individual consumers for all imported goods.

It was considered that the following would be the best form:

[illegible]

24. In the seven Districts where the 11-year Survey is not completed, referred to in para. 13 above, Candamari and South Arcot are the only ones where any settlement work has been completed. In the former about half has been done, as a result of Revenue enquiry made and in the latter one fifth of the area. The work of settlement is, however, in progress in Candamari and South Arcot.

24. It will be perceived then that even excluding the expenditure upon special and temporary surveys, which were not in contemplation when the original estimates were framed, those estimates have been almost very largely exceeded. It was supposed that the whole work of revenue survey and settlement could be completed in 15 years at an outlay of less than £800,000; and that throughout the whole Presidency about 60,000 square miles would come under operation. The two departments have now been 15 years at work, and a sum of considerably upwards of a million sterling has been expended upon revenue survey and settlement proper, and the operations have only been extended to 30,000 square miles, to a little over half the extent of that originally contemplated.

25. The Superintendent of Census Survey Series has made increase of expenditure over the original estimate mainly to the delay and consequent expense of the defective enumeration which forced the use of his agency. He also states that after the enumeration has been done by his establishment many other has been caused by the non-attendance of voluntary forest field workers and by the unavailability of some parts of the country. His department has also been charged with several items of expenditure which were excluded from the original estimates such as remuneration and allowance which have to be given monthly to him, travelling allowances and other small expenditures, on each of which nearly a hundred rupees are expended, and which are not being recovered in full to enable it to be

of rapeseed. The maintenance of which the survey was at one time carried was also a source of additional expenditure. In all the districts first taken up, though the survey fields were formed by clubbing existing fields up to four acres in dry and two acres in wet land, the measurement of the clubbed or intersitial fields was performed by the Survey Department, and though this was discontinued between 1862 and 1881, from the latter date up to last year the department was required to record the length of sides of the minor fields, which were coincident with those of survey fields, and a sketch in the unmeasured sides by eye. The measurement of all intersitial fields is however, now performed by the Settlement Department, and under a recent order unmeasured fields of poor quality may be clubbed up to 12 acres instead of 4, so that this cause for increased expenditure has altogether disappeared.

26. The principal cause which has led to the estimates of the Settlement Department being exceeded has undoubtedly been that settlement could not proceed without accurate areas, and that the Survey Department has been unable to provide these areas with sufficient rapidity. If the Survey Department had been set to work five years previous to the formation of the Settlement Department the work of settlement might certainly have been performed very much more rapidly and cheaply. At a very early period of the operations (1862) the late Director of Revenue Settlement drew pointed attention to the insufficiency of the original estimates, and in submitting revised ones he stated that they were based upon the supposition that five full settlement parties were employed, and that continuously. If they were not so employed the work would be still more expensive, as the cost of supervision was upwards of half a lac per annum, and would be the same whether two or five parties were supervised. In

Resol. Proceedings 21st parties were supervised. In November 1869, No. 3, 1869* he also recorded an exhaustive memorandum showing that the frequent changes of policy which had been adopted in regard to the Settlement Department had had the worst effects on the progress of the work, and also that various charges amounting to upwards of 3½ lacs of rupees, had up to that date, been debited to the Department which had not been considered in the original estimates. He summarized by stating that "the Department was instituted in 1858, though establishments were then only partially organized; that it was threatened with dissolution the first year of its existence; that three years later the Board suggested for the consideration of Government whether it might not be done away with; that a year later the Government expressed their intention to reform the department, and shortly afterwards removed the Director, when absent on leave in Europe, to a Collectorate, avowedly with the view of abolishing the department; that in 1864 they decreed its abolition, and in 1863 its resurrection, and that from April 1863, to March 1868, it had no permanent head. It will be further observed that the separation of the process of demarcation and classification had unavoidably a most injurious effect on the progress of the work. The consequence of so many changing orders has been that instead of the estimated number of four parties, as originally arranged, or of five or six parties as afterwards determined on, being continuously employed under the Director during the 11 years has only been two and a half parties. It is not surprising, therefore, that under these circumstances the progress of the work has been slow, and incommensurate with the outlay."

Expected advantages to what extent realized

27. The whole of the benefits of the two department has been realized to the extent of the estimated amount, the advantages anticipated have certainly in a great measure been obtained. Remissions of revenue in settled districts are reduced to a minimum, the revenue assessment has been remedied, the cultivated area, with ordinary supervision for the part of the District officers, is rendered almost impossible, and a considerable extension of cultivation has taken place. It is evident that the latter is probably owing more to the movement which has occurred in the prices realized for agricultural produce, than to the revision of the assessments, but the increase in the area under the plough has apparently been more rapid in those districts where the settlement has been wholly or partially carried than in others. According to the Board of Revenue Report on the Land Revenue for 1865-66, the area under cultivation in the four Districts of Chodavry, Kham, Karnool and Trichinopoly was 2,755,949 acres, and in 1870-71 it had risen to 3,104,579 acres, or upwards of 30 per cent. In the other thirteen districts of which there are no details and the assessments of which have not been revised, the increase of cultivation during the same series of years has been from 9,449,408 acres to 12,905,426 acres, or about 36 per cent. No doubt, however, a considerable portion of the excess increase of area in the four settled districts is owing to the present accounts showing correct actual area instead of estimated area, but this can hardly account for the whole excess of increase of 14 per cent.

Financial result of the revisions

28. The general administrative advantages of a survey and settlement in a province managed on the ryotwari system will be further considered hereafter, but the present direct financial result of an actual expenditure of upwards of a million sterling may be briefly described to be as follows. The revenue of the Chodavry District was about 20 lacs of rupees before the revision of settlement, it is now about 24 lacs. The Revenue of Trichinopoly was about 18½ lacs, it is now about 15 lacs. In these two Districts the augmentation has been but a small one. In the settled portions of Kham, two-and-a-half lacs have been gained, and a further gain of a lac and a half is expected when the settlement now being introduced is completed. No increase has occurred in the settled districts of Karnool, but in the two not under settlement an increase of about half a lac is expected. In Salem, where the settlement has been just completed, and in the six taluks of Chodavry and the Nellore districts, where the revised assessment is about being introduced, augmentations of revenue to the extent of about half a lac, one lac and two-and-a-half lacs, are expected. The results of the several settlements, which as before stated extend to about one-third of the whole area, the assessment of which is to be revised stand as follows:

District	Area	Revenue
Chodavry	2,755,949	24 lacs
Trichinopoly	3,104,579	15 lacs
Kham		2½ lacs
Karnool (settled)		1 lac
Chodavry (taluk)		1 lac
Salem		2½ lacs
Nellore		2½ lacs
Total		12½ lacs

Increase of revenue can only be partially ascribed to revision

29. The increase of revenue of the area will thus be not less than 12½ lacs, or including what is expected

See revised plan
2.3 + part of 29.
one lac and a half
No increase except
the small settled
portion

margin

See revision
page 284 part 1
29.

has been a considerable increase in the demand for this land, and it is not to be wondered at that the demand has increased in some years (as for instance Godavari) a considerable portion of the increased revenue demand is owing to the voluntary increase in the breadth of cultivation which takes place each year, as the people augment in numbers, and improve in material prosperity. It must also be explained that the so-called "increase by survey," i.e., the increase in area by actual survey, over the former reputed area, cannot in many cases be taken credit for as a gain to the revenue obtained by the aid of the Survey Department, inasmuch as in many Districts the original assessment was fixed not on the reputed area as estimated in acres, but on defined tracts of land estimated to be capable of growing a known quantity of grain, and the ascertainment of the mere fact that the estimated area of these tracts was incorrect could not, independently of other reasons, justify any increase in the revenue required from them.

29. 30. As to the Administrative advantages obtained in the newly settled districts, Mr. Puckle writes as follows:—"The advantages of maps and registers to Revenue Officers are extraordinary; surreptitious applications for land can be settled immediately by each Divisional Officer without reference to the ground or the village officer. I settled myself 4000 in a fortnight, and these would have taken years to dispose of in the ordinary course of events, and would then have been unsatisfactory. An authentic plan of every tank and channel is available for reference in cases of water dispute or encroachment. Ayacuts (irrigable areas under tanks) can be revised without inspecting the ground. Government ~~perambulation~~ (waste-land) can be kept free from encroachment. A person who knows how to use the village maps and registers can go to a village and satisfy himself on almost any point without calling on the Gumamdar for aid."

Mr. Pennington, the Acting Collector of Trichinopoly, states that "the accurate maps, the assurance that the assessment is so moderate that the ryots will be able to tide over a bad season, and that remissions will scarcely ever be wanted, and the ~~compensation~~ freedom from concealed cultivation, are immense advantages to a Collector." Though he is of opinion that the assessment of Trichinopoly District was too low, he thinks the advantages which the District has derived from the revision quite incalculable, and quotes some remarks of one of his subordinates, who ascribes the decline of dacoity "to the extreme cheapness of land tempting hereditary thieves to the pleasant paths of agriculture." As to the survey, he thinks it more elaborate and expensive than is absolutely necessary for purely revenue purposes, so that a good deal is paid for what is more or less of a luxury. Talking of his former district of Thanjavur before the survey and settlement, he says, "One was wholly at the mercy of the Gumamdar and a few servants in the Pavani Department as to rates (1) for the cleared but newly taken up, (2) for water under exceptional circumstances, (3) for various crops, and also for information as to boundaries. In fact the survey and settlement are death-blows to the Gumamdar, who are reduced to accountants, and instead of arbitrary dispensers of all land and water to the people themselves their domination over the tyranny of the Gumamdar is the greatest

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