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MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 444 Revenue — Press / Misc.

Dated 6th September 1882.

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GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue, dated 30th May 1882, No. 1403 :—

Read—the following G.O., dated 29th March 1882, No. 353, Revenue.

ABSTRACT.—Despatch from Secretary of State relative to scheme for the settlement of North Arcot, communicated to Revenue Board and Settlement Department, with remarks.

READ—the following letter from R. DAVIDSON, Esq., Acting First Member, Board of Revenue, in charge of the Settlement Department, to the Secretary to the Board of Revenue, dated Madras, 12th May 1882, No. 1137-17:—

I have the honor to forward a memorandum containing an expression of my views on the three points sought by Government in G.O., No. 353, dated 29th March 1882.

ENCLOSURE No. 1.

In G.O., dated 29th March 1882, No. 353, Revenue Department, the Government desired to have the Board's further views on the following points :—

(1.) Besides the valuation of crops on different soils and the calculation of cultivation expenses, whether any, and if so, what preliminary operation of the department can be safely abandoned?

(2.) Whether the "commutation price" which the Board proposed should still be worked out will in any way be utilized in selecting the scale of rates for the present settlement from Mr. Wilson's standard table, and if so, how. If it is not to be utilized, how can it fairly be made the basis of any future revision of assessment?

(3.) Would it be worth while to make any change at this stage in the *modus operandi* of the department in respect of the remaining three districts, viz., Bellary, South Arcot, and Madura, and if so, what will be the saving in time and money that may be expected from the adoption of the standard table?

1. Besides the valuation of crops on different soils and the calculation of cultivation expenses, whether any, and if so, what preliminary operation of the department can be safely abandoned?

2. As regards the first point it is to be observed that settlement operations as now conducted embrace the following processes:—

(1.) The classification of soils.
(2.) The valuation of soils in grain.
(3.) The selection of standard grains, the determination of their commutation prices and the conversion of the grain values of soils into money at these rates.
(4.) The determination of the allowance to be made for vicissitudes of season.
(5.) The calculation of the expenses of cultivation.
(6.) The classification of villages on consideration not merely of the intrinsic qualities of their soils, but of the advantages possessed by them in respect of roads, railways, canals, markets, facilities for irrigation and the like.
(7.) The classification of irrigation as judged by its certainty and efficiency.
(8.) The determination of the money-rates to be applied to the different classes and sorts of soils in the different groups of villages.
(9.) The preparation of Villagewar registers of occupation and of statements showing the financial results of the proposed settlement by villages, taluks and district.

3. To the second and fifth of these processes which Government consider may be accomplished without the laborious inquiries that have hitherto been usual may be added the fourth; the allowance for the vicissitudes of seasons is on the average of all past settlements, and of the neighbouring* districts of Coimbatore and Trichinopoly, a fifth of the gross produce, and this proportion may be fairly adopted for any of the districts—Bellary, Madura and South Arcot—that

*Taking Madura for instance.

have yet to be settled. Except these three all the other processes must be determined by independent inquiry, even if a standard scale be adopted, but, as will be shown when the third question under reference is discussed, at a considerable saving of time and money in respect of some of them.

4. In regard to the second point it is to be re[illegible]ked that without a commutation price it would be impossible to determine the scale that should be selected in any given case. The commutation prices to be adopted for any given district must be determined with reference to that district only, because, in the first place, it would be improper to apply to it the average prices of past settlements for the reason that the commutation prices of past settlements were not all fixed with reference to the prices of the twenty years, from 1845 to 1864, that Government has thought proper to prescribe as the period on the prices of which the commutation rates to be adopted in all first settlements are to be determined, and because, in the next place, even if the prices of all past settlements had been fixed with reference to the prices of this period, the railways, canals and coasting steamers which have in the last fifteen or twenty years done so much to equalize prices had only begun their work, and prices had a wide range of variation in the different districts. The determination of the commutation prices to be adopted for the grains selected as standards is a very simple matter. From the price lists recorded in the offices of the Collectors and of the Board of Revenue, they might, in any case, be determined in five minutes. The commutation prices thus determined are utilized for the selection of a rate table from the standard scale in precisely the same way that they would be for the determination of an independent scale of rates in ordinary settlement operations. The following is an illustration of the practical application of the standard scale. The Madura District has just been taken up for settlement according to the ordinary methods of the department. All inquiries will have for their object the determination of a table of rates, but it is not a little doubtful whether a table that will differ probably very little from that arrived at by a prolonged independent inquiry may not by the aid of the standard scale be at once selected as that most suitable to this district. Madura is bounded on three sides by the settled districts of Tinnevelly, Coimbatore, and Trichinopoly. For present purposes attention may be confined to wet rates. The best irrigation in Madura is that of the Vaigai, but this for certainty cannot be compared to that from the Cauvery in Trichinopoly, the Bhavání and Amarávatti in Coimbatore, or the Támbraparni in Tinnevelly. The best irrigation in Madura may be taken as equal to the second best in each of those three districts; and the grain values of the 2nd-group wet lands of those districts may, therefore, be taken as the basis for the determination of the grain values to be adopted for the 1st-group wet lands of Madura. For the selection of a scale from the standard, it is necessary to determine only *one* rate, that is, the highest. For irrigation the soil known as IV-1 (Regar Loam) is accounted the best, and the grain values assigned to this soil in 2nd-group wet in Tinnevelly, Coimbatore and Trichinopoly are, respectively, 1,080, 1,000, and 840 Madras measures of paddy; the average of these values is 973 M.M., but the 1,000 M.M. of Coimbatore, the Udamalpet, Dhárápuram and Karúr Taluks of which form its long northern boundary may be safely taken as the highest grain value of the 1st-group wet in Madura. This, it may be remarked, was the highest grain value assigned by Mr. Clogstoun to 1st-group wet in Madura as the result of inquiries conducted according to ordinary settlement methods in connection with the Periyaur Project—G.O., No. 730, dated 17th February 1877.

2. Whether the "commutation price" which the Board proposed should still be worked out will in any way be utilized in selecting the scale of rates for the present settlement from Mr. Wilson's standard table, and if so, how. If it is not to be utilized, how can it fairly be made the basis of any future revision of assessment?

5. The next thing to be determined is the commutation price that is to be taken for white paddy, the grain standard of wet lands everywhere. From the price lists recorded in the Board's office the average price of paddy (1st and 2nd sorts) for the 20 years, from 1845 to 1864, was Rs. 131½, say Rs 130. Deducting from this an allowance, say, of 15 per cent., that is, Rs. 19½, say Rs. 20, on account of the difference between the selling price of the ryot and the market price, the commutation rate would be Rs. (130—20) 110. The expenses of wet cultivation on the average of the three surrounding districts are Rs. 11-4-11 (Mr. Clogstoun's inquiries made them Rs. 11-0-6); taking this average as the rate to be adopted according to the method of the standard scale, there results the following:—

District.	Soil.	Outturn per Acre.	Value at Rs. 110 per Garce.	Deduction.			Net value.	Half net.	Proposed rate.
				One-fifth for vicissitude of season.	Cultivation expenses.	Total.			
		M. M.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.
Madura	4·1	1,000	34 6 0	6 14 0	11 4 11	18 2 11	16 3 1	8 1 6	8 0 0

6. The highest wet rate would be Rs. 8, and reference to the standard scale shows that the table to be selected for 1st-group wet in Madura would be the fourth: the determination of the number of groups in wet would be matter for separate inquiry; but assuming that, as in most other districts, there would be three classes of irrigation, the following would be the scale of wet rates in Madura:—

CLASSIFICATION.		RATE PER ACRE.					
Class.	Sort.	Taram.	1st Group.	Taram.	2nd Group.	Taram.	3rd Group.
1		2		3		4	
IV	1	1	RS. A. P. 8 0 0	2	RS. A. P. 7 0 0	3	RS. A. P. 6 0 0
III	1						
IV	2	2	7 0 0	3	6 0 0	4	5 0 0
VII	1						
III	2						
IV	3						
V	1	3	6 0 0	4	5 0 0	5	4 8 0
VI	1						
VII	2						
VIII	1						
III	3						
IV	4						
V	2	4	5 0 0	5	4 8 0	6	4 0 0
VI	2						
VII	3						
VIII	2						
III	4						
IV	5						
V	3	5	4 8 0	6	4 0 0	7	3 8 0
VI	3						
VII	4						
VIII	3						
III	5						
V	4	6	4 0 0	7	3 8 0	8	3 0 0
VI	4						
VII	5						
VIII	4						
V	5						
VI	5	7	3 8 0	8	3 0 0	9	2 8 0
VII	5						

7. It is unnecessary for the purposes of this paper to enter upon any detailed examination of Mr. Clogstoun's processes and their results, but it may be mentioned that the scale proposed by him was as follows:—

Primary Taram.	Proposed Rate. RS. A. P.
1	8 8 0
2	7 8 0
3	6 8 0
4	5 8 0
5	5 0 0

8. Mr. Clogstoun's highest rate was Rs. 8-8-0, that is, half a rupee higher than the rate now determined, but his commutation rate of Rs. 120 was not justified by the prices of the prescribed period. The highest rate determined by the standard method for Madura is the same as that taken for North Arcot, and it cannot be pretended that the irrigation from the Vaigai and the general conditions of Madura are better than irrigation from the Pálár and the general conditions of North Arcot. It is improbable that any scale determined for Madura on the results of independent inquiry would differ much, if at all, from that arrived at by this simple method.

9. With reference to the third point it has been noticed above that the adoption of a standard scale would lead to a considerable saving in time and money on some of the processes that are necessitated by the present method of work. The sole purpose of all the preliminary inquiries the department according to the ordinary method of work is the determination of a table of rates and a statement of the financial results of its application; these, accompanied by a note explaining the processes, are submitted as a scheme of settlement for the consideration of Govern-

3. Would it be worth while to make any change at this stage in the *modus operandi* of the department in respect of the remaining three districts, viz., Bellary, South Arcot, and Madura, and if so, what will be the saving in time and money that may be expected from the adoption of the standard table?

ment. The village registers and the statements of results are more or less voluminous according to the extent of the basis on which the proposals are framed; in some cases these embrace a whole district, in others a greater or smaller part only of a district. However narrow the basis may be—let it be a single taluk for example—it is hardly possible that a scheme prepared in the ordinary way could be submitted in less than six months' time. As a matter of fact no scheme yet submitted has been submitted in anything like so short a time. The scheme is based on the facts existing at the close of field work, but by the time that the scheme as sanctioned by Government is introduced, numerous changes have occurred which involve many alterations in the registers and statements of results. To make these corrections and re-write the statements takes, on the experience of the department, not less than three months for each taluk. If, as is now constantly done in the case of parts of districts which are settled without any preliminary scheme by the application to them of the rates adopted for other parts of them, no separate scheme is required by Government in the case of districts for which a table of rates has been selected from the standard scale in the manner explained above, there would result the following approximate saving in time and money, taking six months as the minimum time in which a scheme could be submitted in the ordinary way, and considering that the registers and statements would be written but once instead of as now practically twice :—

Districts.	No. of Taluks.	Saving of Time.			Average cost of a Party per Month.	Total amount of savings in money.
		At 6 Months per District for preparing Preliminary Scheme.	At 3 Months per Taluk for revising Accounts.	Total saving.		
		Months.	Months.	Months.	Rs.	Rs.
1. Madura	6	6	18	24	4,417	1,06,008
2. South Arcot	8	6	24	30		1,32,510
3. Bellary. { Bellary	8	6	24	36		1,32,510
{ Anantapur	7	6	21	27		1,19,259
Total ..	29	24	87	111 or 9¼ years.	..	4,90,287

10. If Government think proper to entrust to the department in the case of whole districts about to be taken up for settlement what they have already entrusted to it in the case of parts of districts partially settled on approved schemes, the saving will, as is thus shown, be very considerable; and even if Government were to sanction the adoption of a standard scale, so far as to permit of the prior determination of the table of rates to be adopted for settlement when a new district is taken up, and to require a statement of the financial results of its application on the basis of, say, one or two taluks to be submitted for its consideration, there would still be a considerable saving of time, for the time that would elapse between the submission of a scheme thus prepared and its introduction as sanctioned would be so very much shorter than what now elapses that the changes would be much fewer and the clerical labor of amendment much reduced. It is difficult to estimate what the saving would be.

11. With reference to the remarks of Government in paragraph 11 of their Order, No. 591, dated 6th April 1881, it is observed that the basis of a settlement carried out with the aid of a standard scale is as assured as that of any settlement effected in the ordinary manner, for equally with the latter it is primarily based on the grain values of soils.

12. As this was an important matter with which Mr. Wilson was intimately connected, I was desirous of obtaining his views on the subject before submitting my own for the consideration of the Board. I, therefore, furnished him with a sketch of my own views, and invited an expression of his opinion thereon. This he has favored me with, and I am indebted to him for his valuable assistance.

Resolution—dated 30th May 1882, No. 1403.

The foregoing letter with its accompanying memorandum from the Board's First Member, in charge of the Settlement Department, will be submitted to Government with reference to their order read above.

2. The questions asked by Government are answered in detail in the memorandum, and the Board need only express their general concurrence with the views expressed.

3. It appears to the Board that upon every ground it is desirable to utilize Mr. Wilson's tables in the settlement of the districts which remain to be dealt with

by the Department, and thus to effect a very considerable saving both of time and money.

(True Copies and Extract.)

(Signed) E. GIBSON,
Acting Secretary.

To the Secretary to Government, Revenue Department.
„ the First Member, Board of Revenue, in charge of Settlement Department.
Copy to the Collector of North Arcot.

ORDER—dated 6th September 1882, No. 944, Revenue.

Land Revenue, No. 50.

A careful consideration of all that has been urged in favor of the adoption of a standard table of rates to the exclusion of further experiments in the yield of soils, cultivation expenses, &c., has led the Right Honorable the Governor in Council to modify the views expressed in G.O., 6th April 1881, No. 591.

2. The assessment leviable on each field is determined by the processes described at paragraph 2 of the memorandum, enclosed in Board's Proceedings, dated 30th May, No. 1403, of which (*a*) the valuation of soils in grain, *i.e.*, the productive powers of different classes of soil, (*b*) the allowance to be made for vicissitudes of season, (*c*) the deduction to be made for the expenses of cultivation, are matters regarding which there is no longer any doubt, they having been determined by the experience of past settlements conducted in different parts of the Presidency. To repeat them, therefore, in the case of each district coming under settlement would merely delay operations without any advantage being gained.

3. It is equally clear that in respect of the classification of soils, the determination of the commutation price, the grouping of villages with reference to the advantages enjoyed by them in regard to communications and the nature of the irrigation supply, there must be an independent local inquiry.

4. Another process not alluded to above is the determination of money rates to be applied to the different classes and sorts of soils in the different groups of villages. As pointed out in the memorandum above referred to, "all inquiries will have for their object the determination of a table of rates; but it is not a little doubtful whether a table that will differ probably very little from that arrived at by a prolonged independent inquiry may not, by the aid of the standard scale, be at once selected as that most suitable for this (any) district."

5. This standard scale is the result of the experience of the Department during a long series of years in every part of the Presidency, and when applied to the Madura District, comes out within half-a-rupee of the highest wet rate, as ascertained by the usual processes, by Mr. Clogstoun in the course of his inquiries *in re* the Periyár Project, and even this difference is explained by his having taken the commutation rate at a slightly too high a figure. This test, and that applied in the settlement of North Arcot,* leaves no doubt that the standard table will embrace within its limits any scale of rates which could be worked out by the ordinary processes of the Department, and, guarded as it is by the separate inquiries as to classification of soils, grouping of villages, and determination of commutation rates, the Government see no objection to its being utilized for the districts coming under settlement.

Vide paragraphs 4—8 of the Memorandum.

* *Vide* paragraphs 6—9, Board's Proceedings printed with G.O., 6th April 1881, No. 591.

6. But the chief cause of delay in the introduction of a revision of settlement into a district is the time occupied in the preparation of a settlement scheme and its probable financial results for a whole district, and in its consideration and review

by the Board and Government previous to its being finally sanctioned. It is, therefore, clear that, to accelerate the completion of operations, a modification of the existing system in this respect is necessary, and in this view, the Government are prepared to accept the arrangement proposed in the latter part of paragraph 10 of the memorandum, viz., that one or two taluks should be taken up and the financial results of the application to them of the standard scale submitted as soon as arrived at for the consideration of Government. Pending orders thereon, classification, grouping, and other preliminary processes would be going on in the remaining portions of the district which would be in a forward state to have applied to them the scheme of settlement as sanctioned by Government. In this way the Government think that time and money will be economised, but the estimate at paragraph 9 is, in their opinion, too sanguine.

7. Mr. Wilson, Acting Third Member of the Board of Revenue, who is now in charge of the Settlement Department, will give effect to these views as far as possible in Bellary, South Arcot and Madura. In the first two districts, operations are pretty well advanced, and he will, doubtless, soon be able to submit a scheme and financial forecast. In Madura they are only just commencing, and the preliminary processes, which it has been decided to eliminate, should not be undertaken.

(True Extract.)

(Signed) E. F. WEBSTER,
Secretary to Government.

To the Board of Revenue.
„ Settlement Department.

Exd. W. H. French.

80 Copies.

Govt. of {1882} Madras.

REVENUE.

Order, dated 6th September 1882, *No.* 944.

Revenue Settlement.—Directing, in modification of previous orders, that a standard table of rates based on the results of experiments made in the past be adopted, as proposed, in districts remaining to be brought under — instead of repeating them in each.