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MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No.

944

Press
Mis.

Dated

6-9-

1882

Not to be folded or roughly handled

6TH SEPTEMBER 1882, No. 944, REVENUE.

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 a tance.

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 remarked 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 Tinnevely, 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 Bhavani and Amaravatti in Coimbatore, or the Tambraparni in Tinnevely. 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 Tinnevely, 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 Udampalpet, Dhárapuram 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.

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.			
Madura ..	4-1	M. M. 1,000	RS. A. P. 34 6 0	RS. A. P. 6 14 0	RS. A. P. 11 4 11	RS. A. P. 18 2 11	RS. A. P. 16 3 1	RS. A. P. 8 1 6	RS. A. P. 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	
			RS. A. P.		RS. A. P.		RS. A. P.
IV	1	1	8 0 0	2	7 0 0	3	6 0 0
III	1	2	7 0 0	3	6 0 0	4	5 0 0
IV	2						
VII	1						
III	2	3	6 0 0	4	5 0 0	5	4 8 0
IV	3						
V	1						
VI	1						
VII	2						
VIII	1						
III	3	4	5 0 0	5	4 8 0	6	4 0 0
IV	4						
V	2						
VI	2						
VII	3						
VIII	2						
III	4	5	4 8 0	6	4 0 0	7	3 8 0
IV	5						
V	3						
VI	3						
VII	4						
VIII	3						
III	5	6	4 0 0	7	3 8 0	8	3 0 0
IV	4						
V	4						
VI	5						
VII	5						
VIII	4						
V	5	7	3 8 0	8	3 0 0	9	2 8 0
VI	5						
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 Palar 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 of 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-

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	30		1,32,510
{ Anantapur	7	6	21	27		1,19,259
Total ..	29	24	87	111 or 9½ 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.

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.

Encl. W. H. French

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30-5-12v
3-3-14v

17/5/50

Original

Gobt. of (1882) Madras.
REVENUE.

38/18/84
14/81
71C No 1022/83

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.



1 P. A.

BOARD OF REVENUE 30TH MAY 1882, No. 1403.

PROCEEDINGS OF THE BOARD OF REVENUE.

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

Read—the following Despatch from the Most Honorable the Secretary of State for India, to His Excellency the Right Honorable the Governor in Council, Fort St. George, dated India Office, London, 5th January 1882 (Revenue No. 1):—

I have considered in Council your letter of 1st July last,* transmitting papers relative to the scheme for the settlement of the North Arcot District.

* No. 4, Land Revenue.

2. The settlement report by the Deputy Director of Revenue Settlement is full and careful, and creditable to Mr. Rundall; and the remarks upon it by Mr. Puckle and by the Board of Revenue show that the proposals have received the attentive consideration which their importance deserves.

3. The most interesting and important subject discussed in these papers is one which has already attracted my attention upon the former reports of your Survey and Settlement Department, and I am glad that it has now been fully considered by your Excellency's Government.

4. It has more than once been suggested by officers conversant with the Madras system of settlement that it might be possible to utilize the experience gained in the numerous settlements effected during the last 21 years, so as to expedite the completion of settlement operations, an object very desirable for many reasons. It was thought practicable to discontinue for the future further endeavours to ascertain the yield of crops on different soils, the expenses of cultivation, and the like, adopting for purposes of the apportionment of the settlement demand some of the tables sanctioned for taluks already brought under settlement, similar in their general conditions to those for which assessments had to be proposed.

5. In accordance with these views, Mr. Wilson, Director of Revenue Settlement, drew up, in 1879, a table of rates of assessment, based on the assessments introduced in the districts already settled, a selection from which might, he considered, be applied for the assessment of any district newly coming under settlement without further preliminary inquiries. Settlement operations would then be reduced to the measurement of the lands, their classification, and the application to that classification of the selected scale of rates, and the process would thus closely resemble that of Bombay settlements.

6. The consideration of Mr. Wilson's proposals was deferred by the Board of Revenue till they could be tested by application to a district for which the assessments had already been worked out on the old system. This has now been done by Mr. Puckle for the four taluks of North Arcot reported on by Mr. Rundall as far as the wet lands are concerned. The result would be that the fixed or single-crop assessment of these lands would be enhanced from Rs. 4,27,000 to about Rs. 5,40,000, or 26 per cent., instead of Rs. 5,01,000, as proposed by Mr. Rundall. The Board of Revenue have recommended Mr. Puckle's modification of the settlement proposals for adoption in North Arcot, pointing out that his scale of rates, though yielding an absolutely higher assessment, makes a greater and fairer difference than does Mr. Rundall's between the assessment of the better and poorer irrigated lands. And they would apply the same principle in the three districts

which still remain for settlement, South Arcot, Madura, and Bellary. They point out, with much force, that 6,000 crop experiments resulted in the same estimate of yield for six districts; another 6,000 experiments in an almost identical estimate for another four districts; that the estimates for cultivation expenses independently arrived at in different districts are almost the same; that the actual difference between Mr. Rundall's rates and the analogous rates of Mr. Wilson's scale is merely fractional; and that "virtually years have been spent in arriving at results, for which sufficiently close averages had already been obtained." The Board, however, would, as indeed is obviously necessary, work out the "commutation price," or average price of produce on which the assessment is based, for each district as usual. Your Excellency's Government, after careful consideration of the views of the Board of Revenue, have decided to maintain the existing settlement system. Before expressing my concurrence in this view, I should be glad to learn your objections to the proposal in somewhat greater detail, and the probable financial saving to be effected by its adoption.

7. As regards North Arcot, you consider that the enhancement of assessment involved in Mr. Rundall's proposals, 17 per cent. on the wet lands, 3 per cent. on the dry, and on the whole revenue, inclusive of water-rates, &c., about one lakh of rupees, or 13 per cent., is adequate, and that the enhancement proposed by Mr. Puckle on the wet lands would be higher than is advisable. In this I entirely concur with your Excellency, but I must point out that the enhancements proposed by Mr. Puckle and Mr. Rundall respectively do not really affect the merits of the question, since it would have been equally easy to select from Mr. Wilson's table a scale of rates which would have yielded the same revenue as that proposed by Mr. Rundall, though with some difference in the apportionment. Still I see no object in abandoning Mr. Rundall's carefully elaborated scheme, when the expense and labor of its preparation have actually been incurred.

8. As regards the three remaining settlements, you have decided that the system hitherto adopted shall be maintained, for the sake of uniformity of principle, in view to future revisions of assessment, when the basis will be assured on which to proceed, and because the saving in time and money from the adoption of Mr. Wilson's plan will now not be great, much of the work having already been done in two out of the three remaining districts.

9. I am not disposed to question your Excellency's decision in this matter. But I would point out that the present discussion shows clearly that in the remaining settlements fair rates of assessment may be arrived at without so extensive preliminary inquiries as have hitherto been found necessary. And I trust, therefore, that you will be able to accelerate the completion of these settlements by strengthening the Revenue Survey Department, and by arranging that the report on the scheme to be adopted shall be submitted as soon as the measurement and classification have made sufficient progress.

10. I generally concur in the other instructions given in your Order of 6th April last, though as regards its sixth paragraph, with respect to subsidiary measurement of holdings, it appears worthy of your consideration whether it would not be well to incur a not very considerable expense in subsidiary measurements of fields if there is any risk of just dissatisfaction being caused to some occupants, even though not very numerous.

Order—dated 29th March 1882, No. 353, Revenue.

Land Revenue, No. 13.

Communicated to the Board of Revenue and to the Settlement Department, with reference to G.O., 6th April 1881, No. 591.

2. In regard to Mr. Wilson's standard table of rates of assessment, the Government adhere to the opinion previously expressed* by them, but desire 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?

3. Adverting to paragraph 9 of the Despatch, the Government have just dealt separately with the Board's proposals for strengthening the Survey Department in view to the survey operations being well in advance of the settlement.

4. As regards the measurement of interstitial fields alluded to in the concluding paragraph of the Despatch, the Government have already authorized the Settlement Department to carry it out when necessary for settlement purposes—*vide* G.O., 12th December 1881, No. 1915.

(True Extract.)

(Signed) E. F. WEBSTER,
Ag. Secy. to Govt., Rev. Dept.

To the Board of Revenue.
„ Settlement Department.

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:—

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ENCLOSURE No. 1.

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- (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.
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- (4) The determination of the allowance to be made for vicissitudes of season.
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- (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.
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- (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 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 these.

*Taking Madura for instance.

4. In regard to the second point it is to be remarked 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 Tinnevely, 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 Bhavani and Amaravatti in Coimbatore, or the Tambraparni in Tinnevely. 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 Tinnevely, 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 Udampalpet, Dhárápura 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.

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.			
Madura	..	4-1	M. M. 1,000 Rs. A. P. 34 6 0	Rs. A. P. 6 14 0	Rs. A. P. 11 4 11	Rs. A. P. 18 2 11	Rs. A. P. 16 3 1	Rs. A. P. 8 1 6	Rs. A. P. 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.	2nd Group.
1		2		3		4	
IV	..	1	Rs. A. P. 8 0 0	2	Rs. A. P. 7 0 0	3	Rs. A. P. 6 0 0
III	..	2	7 0 0	3	6 0 0	4	5 0 0
IV	..	3	6 0 0	4	5 0 0	5	4 8 0
V	..	4	5 0 0	5	4 8 0	6	4 0 0
VI	..	5	4 8 0	6	4 0 0	7	3 8 0
VII	..	6	4 0 0	7	3 8 0	8	3 0 0
VIII	..	7	3 8 0	8	3 0 0	9	2 8 0

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 Palar 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 of 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 Government. 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 involved 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, 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.		
1. Madura	6	Months.	Months.	Months.	4,417	Rs. 1,06,008
2. South Arcot	8	6	18	24		
3. Bellary. { Bellary	8	6	24	30		
{ Anantapur	7	6	21	27		
Total	29	24	87	111 or 9½ 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 bases 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.)

R. Wilson
Acting Secretary.

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

Exd. W. J. Lewis.

30. 29. 3. 82 No 353
6. 2. 82 No 354
17. 2. 77 No 350

Revenue Department
No 3462

Hand Overd. 50

2P Rev: Deptt.
Draft G.O. No 944 of 15 September 1882

1882.
Board of Revenue,
MADRAS.

C. No 3462.

Proceedings of the
Board of Revenue, dated
30th May 1882, No 1403.

ord
No 944 of 6-7-82.

Recd
26/7
28/9

Proceedings, 30th May 1882, No. 1403.

Copy 23/6/82

28/6

Submitting to Government letter from the
First Member, Board of Revenue, in charge of
the Settlement Department, forwarding a memo-
randum replying to the questions of Govern-
ment in their order communicating Despatch
from the Secretary of State relative to the
scheme for the settlement of North Arcot.

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 Hon^{ble}
the Governor in Council
to modify the views
expressed in G.O. 6th
April 1881, No 591.

2. The assessment
liable on each field
is determined by the process
specified at para 2 of the
described Memo.

C 8-7-82 No 22-82 No 17-8-82
R 13-7-82 No 1-8-82 No 57-82
C 13-7-82 No 5-8-82 No 6-9-82
R 15-7-82 No 7-8-82 No 21-9-82
R 25-8-82 No 14-9-82 No 22-10-82

Memo enclosed in Board's
No. 30th May, 1843,
of which the (a) ^{the} valuation
of soils in grain (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

To repeat them, therefore, in
the case of each District coming
under settlement would
merely delay operations without
any advantage being gained
same results, a repetition
of these processes in
each district coming
under settlement would
be waste of time.

3. It is equally clear
that

i.e. the productive
powers of different
classes of soil.

that in respect of the
classification of soils, the
determination of the
commutation price, the
grouping of villages is ~~not~~
with respect to
the advantages enjoyed
by them in regard to com-
munications and the
nature of ^{the} irrigation, 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 & sorts
of soils in the different
groups of villages. As pointed
out in the Memo above
referred to, "all inquiries
"will have for their object
"the determination of a
table

"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 ~~very~~ 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 $\frac{1}{2}$ a rupee of
the highest wet rate as
ascertained by the usual
processes

Vide paras 4-8 of the
Memorandum.

* Vide paras 6-9, Board's
Proc. printed with G.O.,
6th April 1881, p. 591.

processes by Mr. Clogston
in the course of his enquiry
into the Perijayar 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 settle-
ment of North Arcot
leaves no doubt that
the Standard Table ~~safe~~
~~from being~~ ~~incommensurate~~
will embrace within its
limits any scale of rates
which could be worked
out by the ordinary process
of the Department and
guarded as it is by the
separate enquiries as to
classification of soils,
grouping of villages, and
determination of commuta-
tion rates, ~~the~~ ^{little} Govt. ~~see~~
see no objection

objection to its being utilized
for the Districts coming
under settlement.

b. But the chief cause
of delay in the introduction
of a revision of settlement
into a district is the preparation
of the settlement

scheme and its probable
financial results for a whole
district, and the necessity for a

modification of the system
at present in force that any

considerable saving of time
& expense can be looked for.

~~expense can be looked for.~~

The Govt. ^{assuming} accept the arrange-
ment proposed in the latter

part of para 10, 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

The time occupied in

in its consideration and revised
by the Board & Govt. 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,

thereon, classification, grouping
and other preliminary pro-

cesses would be going on in
the remaining portions of the

district which would be in
a forward state to have ap-

plied to them the scheme
of settlement as sanctioned

by Government. In this
way the Government think

that time and money will
be economized, but the es-

timate at para 9 is, in
their opinion, ~~too~~ too sanguine.

7. Mr. Wilson, Acting Secy
& 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 Madurai.

In the first two districts
operations

1893 O.C. 18-10-92

Office note

REVENUE DEPARTMENT.

No. 3462

From Board of Revenue

Dated 30th May 1882. No. 1403

FOR ORDERS.

Submitted for orders.

There is a very general consensus of opinion in favor of reducing the settlement operations; & it appears that if the suggestions now made in the C.N. are approved & sanctioned there will be a saving of 9 1/4 years in time - and of 499,287 in money ^{except in Wilson}

The question discussed in the current paper is a most important one affecting the principles which should regulate the future settlement operations -

Briefly put, the question is this:—

Should a standard table of rates be adopted for the settlement of the remaining three districts to the exclusion of further experiments in the field of soils, cultivation expenses, &c, a continuation price alone being worked out?

The suggestion originated with Mr. Buckle, and found

* Bellary
South Arcot
Madura.

I do not have nothing in the present process cut off; but accept the suggestion of a certain condensation in the Secy's note suggests.

In times of agricultural distress, not to say generally, the fullest description of every village is of the greatest importance to the officers; and have we not lately been told by the G. India that to obtain & preserve this full information is what each local officer should endeavor to do?

Print
26/7- 2879

W. M. L. Wilson
W. M. L. Wilson

C 4-5-82. R 17-8-82. R 25-9-82.
R 6-8-82. R 10-9-82. R 26-9-82.
R 7-8-82. R 9-9-82.
R 21-9-82. R 22-9-82.

favor with Mr Wilson, the
late Director and has been
supported by the Board.
— vide the following Com-
munications in G. O. 6th
April 1881 no. 591.

Mr Randall's report — paras 178 to 182.

Mr Buckle's letter — paras 7, 8, 9 & 10.

Board's Resolution — 11th Oct 1880
no. 1495 — paras 1 (last part)
6 and 7 —

Please see also Board's

Res 28th August 1877 no.

2473 in the file.

Mr Randall urged very
strong reasons in condemnation

of the proposal, and the
Government agreeing with him
observed as follows: vide para 10 & 11
of G. O. 6th April 1881 no 591 —

"As to the suggestion for general adoption
of Mr Wilson's proposition, rule in the three districts
remaining to be settled, neither the Board nor
Mr Buckle advocate it positively, and the Govt
consider that it should not be allowed, — the Board

say that in two of the three
districts, the work has been
already to a considerable extent done under
the old system, and that in view of future revision
it is desirable to have the whole process worked
out and recorded, and what Mr Buckle says of
economy that might have been effected years
ago by the other method, ignores the fact
that the materials for Mr Wilson's table of
fixed rates for particular classes of soil
were not then accumulated —

"The revision of the system of assessment should be
finished on the system hitherto adopted, not only
for the sake of uniformity of principle, but also
in view of future revision when the basis will
be assumed on which to proceed."

Upon this, the Secretary of
State observed as follows —
vide para 9 of His despatch
printed in the current paper.

"I am not disposed to question your excellency's
decision in this matter. But I would point out that
the present discussion shows clearly that in the

FOR ORDER.

" remaining settlements, fair rates of
 " assessment may be arrived at without
 " so extensive preliminary inquiries as
 " have hitherto been found necessary.
 " And I trust therefore that you will
 " accelerate the completion of these
 " settlements by strengthening the Revenue
 " Survey Department, and by arranging
 " that the report on the scheme to be
 " adopted shall be submitted as soon
 " as the measurement and classification
 " have made sufficient progress."

On the receipt of the
 above, the ^{Board} ~~following~~ ^{are}
 desired to express their
 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 operations
 " of the Department can be safely
 " abandoned?"

(2) " Whether the commutation prices
 " which the Board proposed should
 " still be worked out with in any way
 " be utilized in selecting the scale of
 " rates for the present settlements 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 Madras, and
 " if so what will be the saving in time
 " and money that may be expected from
 " the adoption of the standard table."

In reply to the above
questions, the Honble Mr
Davidson now in charge
of the Settlement Depart-
ment, has prepared a
memorandum in consultation
with Mr Wilson, and the
Board said it was with
an expression of their
general concurrence with
the views therein expressed.
The Board add that
"upon every ground, it is
"desirable to utilize Mr
"Wilson's tables" in the settle-
ment of the remaining districts.
They would not descend into
details and see how far
any saving of money or time
could be effected by dispensing

with the preliminary operations
of the Department, or how far
the same object could be gained
by mending any weaknesses
or faults system of procedure
hitherto adopted by the Depart-
ment.

To ascertain this, it becomes
necessary to analyze the various
steps taken by the Department
towards bringing the Settlement
of a District to completion.

The Settlement Operations
as now conducted are stated to
embrace the following processes:-

- (1) The classification of soils.
- (2) The valuation of soils in grains.
- (3) The selection of standard grains,
the determination of their commutation
prices and the conversion of the grain
values of soils into money at their
rates.
- (4) The determination of the allowa-

u.s. the procedure for
grains.

for vicissitudes of season.

(5) The Calculation of the expenses of cultivation

(6) The classification of villages with reference to facilities of irrigation, & Communications &c.

(7) The classification of irrigation as judged by its costliness and efficiency

(8) The determination of the money rates applicable to different soils.

(9) The preparation of Village registers and statements showing financial results.

Of these, the 2nd, 4th and 5th processes can, it is stated, be abandoned, and that the rest "must be determined by independent inquiry, even if a standard scale be adopted."

The items proposed to be abandoned will, it is asserted, produce a saving of $9\frac{1}{4}$ years' labor costing Rs. 4,90,187.

The second process referred to

This may be - It is the ascertaining of the producers prices of various descriptions of soils and then have been determined by very numerous experiments known in Settlements & some of them as by the

is "the valuation of soils in grain"

This work is done chiefly by classifiers while they are classifying the land, and partly by Tahsildars,

Deputy Tahsildars and Revenue Inspectors. For this, the Subordinates of the Settlement Dept.

need not, and as a matter of fact, do not, spend any time

separately from other work, and no appreciable advantages can

be gained by this part of a most serviceable link in the chain of Settlement Operations being set aside.

The fourth process is the "determination of the allowances to be made for vicissitudes of season" - This is now a class a stereotyped matter, and is but paper work. As rightly pointed out in paragraph 3

of the Decree under reference,
it is ^{to be} calculated, on the average,
of all past Settlements and
of the neighbouring districts,
at one fifth of the gross produce.

The abandonment of this process
therefore, admittedly causes
no saving of time or money.

Now that the data for the required
deduction is available, it must,
by all means, be utilized. At
the same time, it must be remembered
that no such data were available
for the earlier Settlements, and
hence the delay in the preparation
of Schemes for such Settlements.

The fifth process is "the
calculation of the expenses of
cultivation." Surely this cannot
not seriously be advanced
as a reason for delay in the
progress of the Settlement work.

*True
of course it is intended to be*

The expenses of cultivation
have already been so
carefully considered
that there is no objection
to a standard rate being
applied. The rate to be
so applied must of
course be determined
by the locality of the
district - Ganganagar
might not be suitable for
Mandora - but the
Princ. of Ganganagar
probably similar.

318
The required information can be
and has usually been obtained
from Talukdars within a
week, or a fortnight at the
outside. The other work of the
Department, viz Classification

of soils which is ~~all~~ ^{and laborious} the most
essential of all the processes,
and which, under all circumstances,
is admittedly unavoidable, would be progressing meanwhile,
so that no additional delay
need occur while this useful
and interesting piece of information
is being got together. Sometimes
this information is gathered
by the Officer in Charge of the
Settlement Party or his Assistant
by personal local enquiries.
even this need not take months

The Causes for the delay

in the progress of the Settlement
work, are not attributable

to the observance of the
three useful processes in
question, but have to be
sought for elsewhere.

A reference to para 9 of
the Memo. in question and to
the policies of the North-West
District staff, will show that
these causes are not far to
seek.

They are chiefly as under:-

I. Preparation of a volumi-
nous report, called the
Settlement scheme, comprising
the Revenue-history, and the
Physical and geographical
description of the District,
together with an entire forecast
of the financial results of

the application of the scheme.
This last necessitates the
preparation of Village registers
and Statements, before sub-
mission of the report, to see
the financial effect of the
proposed rates as regards
each field, Village and Taluk.

II. The unavoidable inaction
of the whole party from
the date the scheme is submitted
to Government, or rather from
the date the classification of
the fields is over, to the
date of receipt of Govt sanction.
The scheme passes through
the Settlement and the Board's
Offices to the Government
Office. In consequence of the
bulky nature of the documents

each Office takes its own
time for disposing of it. To
take the North Arcot scheme
as an example, there was
a waste of nearly one year,
as noted below.

Mr. Rendall's report dated - 14th June 1880.

Mr. Pichler's comments on it - 29th July 1880.

Board's review thereon - 11th October 1880 -

Government order on it - 6th April 1881.

Add to this the time taken
in printing and transmitting
the document. To wit the Board's
Proceedings in this case, though
dated 11th October, reached
the Government Office on the
4th November 1880 - Similarly
the Govt order dated 6th April
1881 was out of print on the
31st May following. The order

in this case, however, was
despatched to the Board's Office
in M. S. on the same day. It
was approved and passed,
and to the Settlement Office
immediately afterwards.

III. "The scheme is based
" on the facts existing at the close
" of field work, by the time
" that the scheme as sanctioned
" by Government is introduced,
" numerous changes have
" occurred which involved many
" alterations in the registers and
" statements of results. To
" make these corrections and
" rewrite the statements takes,
" on the experience of the Depart-
" ment, not less than three
" months for each Taluk."

The foregoing seem to be
the main causes which retard

the progress of the work.

Simplicity in the preparation of the schemes, therefore, is what is most needed to expedite the work. As the Secretary of State has justly observed, "the report on the scheme to be adopted, shall be submitted as soon as the measurement and classification have made sufficient progress," and not delayed until the whole classification is completed or until the detailed village war registers showing the probable financial effect of the proposed rates are prepared. It would be quite sufficient if the scheme confines itself to an account of the manner

in which the money rates have been arrived at and a statement giving an approximate idea of the probable effect of applying those rates to the already existing Survey areas. If village war details, prior to the submission of the schemes, are at all necessary, they can be prepared for a Taluk or two (which will serve as models for the whole District) in accordance with the suggestion in paragraph 10 of the Memorandum. In actually introducing the rates, great care will, necessarily, have to be exercised under any system, and the Settling Officer, should, as hitherto, have full latitude to rectify inequalities in the

application of the rates.

To the proposal to adopt a general standard table of rates, the following are some of the objections urged by Mr. Randall.

(1) The proposal would lead to the adoption, not of any existing or sanctioned scale, for no two Districts agree in every respect, but of an arbitrary or discretionary scale or table of rates, similar to that furnished by Mr. Wilson, without any regard to the peculiar circumstances of the District.

(2) Working to such a table, classification would be apt to degenerate into a mere adjustment of the

to see that this is the result - The classification would be carried out as

6

present and suitable
the standard table

present assessments, conducted more with reference to what the land may at present be paying, than to recognized quality or value of the soil.

(3) The Commutation rate which is the chief factor in any scheme of Settlement would practically have to be discarded.

(4) Any Settlement not effected on a separate scheme of draft founded on the Commutation rate and general characteristics of the District concerned, would, eventually, at the termination of the first period of Settlement lead to difficulties and complications, for it would not be possible to revise the same

in conformity with any modification of the commutation price for a fresh series of years, and probably a further discretionary element would have been imported into the revision of the Settlement.

As regards the utility of the commutation price, the Board do not seem to have a clear idea. For in paragraph 1 of their Order printed in S.O 6th April 1881 no. 591, they say — "It will be advantageous, however, to work out a commutation price for each district as usual, as having this to compare with, will render a revision of assessment thirty years hence a more matter of account

x 11th October 1880.

- * (1) "The grain value of the lands"
 - (2) "The price at which this grain should be converted into money"
 - (3) "The net value of the crop."
- Under the same para —

and so obviate the necessity of revisiting the lands of a district," and in para 9 of the same paper they state —

"If the use of this table is extended to Bellary, South Arcot and Madurai districts that yet remain to be dealt with, it will be unnecessary to repeat all the processes mentioned above, as the one aim and object of the table is to save the repetition of labor that seems to be no longer required."

If thus the money rates now to be adopted should have no connection with the grain value of the land or the recognized standard of prices, how can any revision of those rates thirty years hence be based on prices of grains which may then be prevailing or on the productive

Capacity of the soil?

To meet this objection,
para 11 of the Memo. under
reference, says—

"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";

Here is a fallacy in that
the Memo. ignores the fact
that the money rates are not the
based on the grain values of
the soils, ^{in the district,} but are taken out of
an arbitrary scale. The
classification made by the

Para 11 is entirely arbitrary
scale is framed on the
grain values or productive power
of various soils as ascertained by
the experience of the past
is conclusively shown that a
repetition of the processes of
but the same result

Classifiers, relates to the Registry
of the technical class and, each
of the lands. Doubtless, these
particulars indicate the
productive capability of the land,
but inasmuch as the rates of
assessment are fixed without
any reference to the results
of Ryots or grain values, the
assurance made in the Memo.
loses all its force.

Submitted under the
Circumstances

(1) That the three processes
proposed be abandoned, be
maintained—

(2) That the Settlement scheme
which are the fruitful sources
of delay, be considerably Condensed
as indicated—

(3) That the money rates be

worked out in the usual
course.

The Secretary of State
has not called for an answer,
^{at the same time} but has desired that all
necessary steps ^{should} be taken to
accelerate the completion of
the Settlement of the remaining three
districts. It was noted that
much of the work had already
been done in two out of these
three districts, and they have
all got their manuals so that
the volume need only be confined
to the calculations of money
rates.

C. No. 3462

Adoption of a Standard
Table of rates for the settle-
ment of the remaining Districts

Amk M. Lathian

Circulated

1877

Circ
FW

Measures for expediting
the Revenue Settlement of
those districts which are
untouched and where
operations are in progress.

I confess that at one
time shewed the views
which first prevailed in
G.O. 6th April 1887. No 591
as to the doubtful expediency
of determining a fieldward
settlement by the application
without enquiry (minute
& particular in each case)
of a fixed table of rates
but a careful consid-
eration of all that has
been urged on the other
side has led me to
modify my views -

~~The above proposition~~
The settlement leviable
on each field is determined
by the process specified at
para 2 of the Memo. enclosed
in Board's Dec. 7. 38th May
No 1403 and of which the
(a) valuation of soils in grain
(b) the allowance to be made
for irregularities of season
(c) the deduction to be made
for the expenses of cultivation
are matters regarding
which there is no longer
any doubt.

i.e. the production power of
different classes of soil

C. 8-7-82 R. 24-7-82 R. 17-8-82
R. 15-7-82 R. 14-8-82 R. 14-8-82
R. 15-7-82 R. 14-8-82 R. 14-8-82
R. 15-7-82 R. 14-8-82 R. 14-8-82

been determined by the
experience of past settle-
ments conducted in different
parts of the Presidency and
as further enquiry would
certainly bring out pre-
cisely the same results
it is a repetition of those papers
in each district coming
under settlement is a
sheer waste of time.

It is equally clear that
the ~~other~~ ^(d) ~~principles~~ in respect
of the classification of soils,
the determination of the com-
mutation price, ^(e) the grouping
of villages in respect of the
advantages enjoyed by them
in regard to communications
and the nature of irrigation
~~there~~ there must be
an independent local
enquiry.

Another principle not alluded
to above is the determination
of money rates to be applied
to the different classes or sorts
of soils in the different
groups of villages. As pointed
out in the Memo above re:
ferred to "All inquiries will
have for their object the de-
termination 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 hasty enquiry will

+ R. B. Wilson is indirectly
responsible for

vide paras 4-8 of the
Memo.

+ vide paras 6-9 Board
Pro. printed vol. 4. O. 6.
April 1881 No 591

"pendant enquiry may not be
"the aid of the standard
"scale be at once selected
"as that most suitable
"for this (any) district".

This standard scale worked
out by one of our best settle-
ment officers (Mr. Nelson)
is merely 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
Madras District comes
out within 2% of
the highest rate as ascer-
tained by the usual process
by Mr. (Hogston) also and
perused settlement officer
in the course of his enquiry
in the Pergam and pro-
ject and in the two different
is explained by Mr. Hogston
having taken the commutation
rate as a standard to help in
the test and that
applied in the settlement
of North Arcot leaves no
doubt on ~~mind~~ ^{mind} that the standard
table as far from being
Procrustean 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 ~~of the~~ ^{of the} ~~of the~~

expensive as to classification
of soils, grouping
villages and deter-
mination of commu-
nication routes. See no
objection to its being
utilized for the District
coming under settle-
ment.

But the chief cause
of delay in the introduction
of a revision of settlement rules
into a district is as pointed
out in the office note the
preparation of the
settlement scheme and
its probable financial
results for a whole District
and it is only by a modifi-
cation of the system at
present in force that
any considerable saving
of time & expense can be
looked for. I recommend
the acceptance of the
arrangement proposed
~~in the letter~~ in the latter
part of para 10. viz that
one or two Taluqs should
be taken up and the
financial results of the
application of them of
the standard scale sub-
mitted as soon as arrived
at for the consideration
of Govt. - Para 10.

✓

Thereon classification
grouping and other
preliminary purposes
would be going on in
the remaining portion
of the district which
would be in a forward
state to have applied to
them the scheme of
settlement as sanctioned
by Govt. In this way
I think time & money
will be economized
but the estimate at
para 9 is in my view
far too sanguine.

If these views have the
concurrence of my Honble
Colleagues I have to sug-
gest that Mr. Wilson
who is now to be put in
charge of the Department
viz Mr. Davidson should
be authorized to give effect
to them as far as possible
in Bellary South Kan-
& Madras - See the
first two District
operations are pretty
well advanced and
he might soon be able
to submit a return

financial precast
In Madras they
are only just com-
mencing and the
preliminary proposals
which it may be decided
on to them in the should
not be undertaken.

Should instruct Mr.
Wilson to visit these
three districts & to
submit proposals re-
garding the mode of
conducting settlement
operations in them
for the future.

12/7/82

J. H.

Draw attention
to the office note where
the subject is well
handled though I
do not altogether subscribe
to the views which find
expression there.

As proposed
J. H.
July 31/82

1st

2nd Officer's note

With reference to the Houlton
Mr Sullivan's note, the following
facts are respectfully submitted
for consideration.

Grain valuation which is
proposed to be abandoned
is the groundwork of the
money rates to be fixed.

*
1st Class 1st sort
in the 1st group.

*
Although A-I Road
in our district contains
the same proportion of the
component elements of the
soil (such as pebbles, loam,
sand, black or red,) &c.
it does not yield the same
quantity of grain as the
road. The difference is

1st Class 1st sort in
the 1st group.

Theoretically the land is
of the same class and soil
and must therefore produce
the same amount of crop
everywhere, but as a matter
of fact it does not. Because,
the culture depends on
the treatment the land
receives in each district,
viz the manure used,
the rotation of the crops
raised, the method of culti-
vation employed, &c. &c.

The grain values ^{of land} therefore,
differ in different places
although its ^{inherent} chemical
properties may be identical.

So also do the Commutation
prices. Current prices vary

in portions of the same
district materially differ
in some tracts according
to the Rail way, canal, or
other facilities of communi-
-cation they possess or
the reverse.

Without grain values and
commutation prices, which
are the essential factors for
determining the money value
to be fixed, the latter must
necessarily be arbitrary.
Consequently any deterioration
in the productive capacity of
the land or variation in the
prices, cannot be made
the data of future revisions
of assessment.

In settling the principle
of revisions of assessment

the Government of India
note—

"In the Presidency of
Madras, strong hopes were
being entertained, that the
rates could be raised without
a fresh survey, or revision
of the records—"

With such a sound delta
for the first settlement,
can this ~~be~~ ^{expectation} be
realized?

vide para 11 of India's
letter in go 7th Nov 1881
no 15.5

Revenue Department.

To The Most Honorable
The Secretary of State for India.

My Lord Marquis,

Adverting to
paragraphs 6, 8 and 9
of your Lordship's
despatch, dated 5th
January, last, No. 1
(Revenue), desiring
to be informed in some
what greater detail of
our objections to the
adoption of a standard
table of rates of assess-
ment to the exclusion
of further experiments
in the yield of soils,
cultivation expenses &c.
and of the probable
financial saving to be
effected by its adoption,
we have the honor

to forward for your Lordship's information, copy of our Proceedings, dated the instant, No. 2, recording our further deliberations on the subject referred to.

2. A careful reconsideration of all that has been urged in favor of the adoption of a standard table of rates, has led us to modify the views expressed in G.O. 6th April 1881, No. 591, reviewed in your Lordship's despatch under acknowledgment. The standard scale is the result of the experience of the Department during a long series of years in

Should see the use of transcribing in this letter the proceedings which we enclose and would say from which it will be observed that a reconsideration of the subject has led us to modify our views and that in the three districts now coming under settlement, Bellary, Madras & South Arcot we have ordered the application of the Standard Table of rates worked out by Mr Wilson and in order to accelerate the introduction of the revised settlements we have further directed that the scheme and financial forecast shall in future be prepared ^{submitted for sanction} for one or two taluqs only instead of for the whole district as hitherto. The consideration of the proposals for settlement and their financial results occupies some time and under the system hitherto obtaining the field parties were perforce more or less impeded until sanction for the scheme reached them. Under the arrangements now decided on field operations will be going on in the remaining portion of each district whilst the

The proposals for the specimens taluqs are under consideration. ~~In this connection we are of opinion that~~ By the adoption of these measures we are of opinion that there will be an undoubted economy both in time & money but we consider that the estimate of the saving to be effected, which found place at para 9 of the Memorandum of the Settlement Department printed into our Proceedings is over sanguine. We have &c

18/8/82

in every part of the Presidency and embraces within its limits every scale of rates which could be worked out by the ordinary process and guarded as it is by independent local investigations as to classification of soils, grouping of villages, and determination of commutation rates, we see no serious objection to its being utilized for the three Districts coming under settlement.

3. We are satisfied that there is no longer any necessity for repeating, in the case of these Districts, the processes known as the

the valuation of soils
in grain i.e. the
productive powers of
the different classes
of soil, the allowance
for vicissitudes of seasons,
and the deduction to
be made for the expenses
of cultivation, all of
which have been deter-
mined by the experience
of past Settlements
conducted in different
parts of the Presidency.

4. We are, however,
convinced that 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 the consideration
and review by the Board
and Government of
that scheme previous
to its being finally
sanctioned. To accelerate
the completion of operations
a modification of the
existing practice in
this respect is necessary.
We have accordingly
accepted the arrange-
ment proposed in the
latter part of the Memo-
dated the 12th May last,
No. 1134-14, embodied in
our Proceedings, viz:
that one or two Saluts
in a District should
be

be taken up and the
financial results
of the application
thereto of the standard
scale ~~should be~~
submitted for our
consideration as soon
as arrived at. Pending
orders thereon, classifi-
cation, grouping and
other processes would
be carried on in the
remaining portions
of the District. In
this way we think
that time and money
will be economized, but
the estimate at paragraph
9 of the memo: quoted
above is, in our opinion,
far too sanguine.

Holding

5. ^{71x} Holding as we do
these views which, it is
believed, accord with
those entertained by
Your Lordship, we have
instructed Mr. Wilson,
Ag. Secy. Member of
the Board of Revenue
in charge of the Settlement
Department, to give
effect to them as far
as possible in Bellary,
South Arcot, and Madras.
In the first two of these
Districts, operations are
pretty well advanced
and doubtless a scheme
and financial forecast
will shortly be submitted
to us. In Madras, the
work has only just
commenced

Commenced and the
preliminary processes
which it has been
decided to eliminate
will not be undertaken
there. E. J. L.

E. J. L.

End
C. J.

Draft Despatch
To Secy of State.

Original-subsequent
modified - with separate
draft - 07 26/9

800.944 2/6 1000

Subject.
Settlement. Adoption
of a standard table of
rates.

Hon^{ble} Mr. Sullivan

&
Circ
765
16/8/82

57-2-82-07-25-7-92
16-7-72