

Revenue (1898) Department.

PRESS SERIES.

1898

G.O., No. 87

Dated 12th February

[Despatch Abstract.]

Approving the Board's instructions
regarding the adoption of the American
system of notation for estimating the
output of crops in forecast.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Go	4844 Rev		8.12.98				
	6844/03						
G.O. No. 5203	5203		7.12.1902				
			1728				
			5.12.03				

Government (1898) of Madras. REVENUE.

Recd.

1898.

Enclosures

Regd.

Spare copies

G.O., No. 87, 12th February 1898.

FEBRUARY.

Outturn.

Approving the Board's instructions regarding the adoption of the American system of notation for estimating the — of crops in forecasts.

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

READ—the following Proceedings of the Board of Revenue (Revenue Settlement, Land Records and Agriculture), No. 750, dated 23rd December 1897 :—

Read—the following letter from C. H. MOUNSEY, Esq., Acting Collector of Salem, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated 27th October 1897, No. 5685 :—

I have the honour to bring to the notice of the Board of Revenue certain statistics I have had compiled in reference to the notation used for "average" crops.

2. I unfortunately only have figures for eight faslis to go on. But the results are so startling, unexpected and uniform that I doubt if the figures for twenty faslis, instead of eight faslis would give a different result. Mr. Stokes made a reference on the subject in his letter, No. 1122, dated 17th April 1892, but what orders were passed on this I cannot find. Mr. Stokes, however, was referring to the matter in general terms, whereas I am giving particulars. The enclosed statement shows that for eight years the average outturn of all crops in the district comes to $8\frac{1}{2}$. This is notwithstanding that some years were very favourable, for instance fasli 1299 in which the south-west monsoon was favourable and fasli 1305 in which both monsoons were favourable. It is clear that the outturns are systematically underestimated or the notation is wrong. Judging from the figures, I think, some allowance must be made for this last cause. If 20 is a bumper crop, I doubt four-fifths of this being an average crop. The average should give the mean outturn of all crops good, bad and indifferent, grown on good, bad and indifferent soils, and sown at varying times. Some crops suffer from too much, some from too little, rain, some from the very nature of the soil upon which they grow. It must be the exception when the rains so fall that the crop yields its maximum. If we accept these conclusions and allow for them, we must expect (allowing for most crops yielding something) an average yield of perhaps 12 annas out of 20, whereas we call 16 annas an average outturn and whereas as an actual fact $7\frac{1}{2}$ to $10\frac{1}{2}$ annas is reported as the ascertained average. Indeed, theoretically speaking, if 20 annas is a bumper crop, half that might be taken to be the average crop and not four-fifths of it as is now done. But this theory is not correct, as the season is seldom so bad that crop yields nothing. If the season be so, often, the crop is not sown and so the returns are not reduced by a nil outturn being reported. The orders under which anna notation is in force are those of the Government of India (letter from the Officiating Secretary to the Government, Revenue and Agricultural Department (Agriculture), to the Secretary to the Government of Madras, Revenue Department, No. 679-A-4—211, dated 20th August 1896, printed in Board's Proceedings, No. 2216, dated 11th October 1896), and therefore I am aware that this reference may seem futile. But if a more accurate calculation as to outturn can be made by merely taking 12 annas as an average crop; 16 annas as a full and 20 annas as a bumper crop; it might be worth while seeing if the change could not be made. The change is not one that would prevent comparison of statistics. If statistics are to be compiled as they are now, 10 annas should be taken to be an average crop.

I write merely from the conclusion, the figures of this district lead me to. It may be that for other districts and in other provinces the calculations would show results that would prove that the Government of India notation is accurately followed. If so it would be most especially my duty to try and improve the statistics of this district. I note the Board of Revenue say on this subject in chapter IV of Administration Report of 1896-97 "the figures are, however, merely based on estimates made by karnams, and it is doubtful whether they have yet properly understood the anna notation."

STATEMENT showing the average rate of outturn for the principal crops.

Faslis.	Paddy.	Cholan.	Camba.	Ragi.	All other foodgrains including pulses.	Cotton.	Indigo.	Sugarcane.	Castor lamp oil seeds.	Gingelly oil seeds.	Ground nuts.	Other oil seeds.	Tobacco.	All others including topes.	District average for the total area under all crops.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
	In annas.														
1299 (1889-90)	11	9	10	11	9	12	11	13	9	6	10	10	10	12	10
1300 (1890-91)	9	9	8	9	8	11	9	12	8	7	6	12	9	11	10
1301 (1891-92)	9	6	3	6	1	10	4	5	5	5	5	5	7	8	6
1302 (1892-93)	11	8	9	9	8	11	11	8	10	10	8	9	10	9	9
1303 (1893-94)	11	9	9	9	9	10	10	9	9	9	8	9	10	9	9
1304 (1894-95)	10	9	9	9	9	11	11	8	8	8	8	8	10	9	9
1305 (1895-96)	10	9	8	10	8	10	10	8	7	8	8	8	10	10	9
1306 (1896-97)	16	10	7	9	8	9	11	11	12	5	8	8	10	9	9
Average for 8 faslis	$10\frac{1}{2}$	$8\frac{3}{4}$	$7\frac{1}{4}$	9	$7\frac{1}{2}$	$9\frac{1}{2}$	$10\frac{1}{2}$	$10\frac{1}{2}$	$8\frac{1}{2}$	$7\frac{1}{2}$	$8\frac{1}{2}$	$8\frac{1}{2}$	9	10	$8\frac{1}{2}$

Read—also the following G.O., No. 937, Revenue, dated 12th November 1897 :—

Read—the following letter from F. G. SLY, Esq., I.C.S., Under Secretary to the Government of India (Department of Revenue and Agriculture—Agriculture), to the Secretary to the Government of Madras, Revenue Department, dated Simla, the 23rd October 1897, Circular No. 9—27-4 :—

In paragraph 14 of the Government of India's Circular No. 89-A., dated the 25th July 1884, which dealt with the preparation of forecasts of crops, it was pointed out that in estimating the probable outturn of crops, there was no objection to the employment of the American system under which 100 is used to denote an average crop, or if preferred, that the system of anna notation might be adopted, provided that twelve annas were taken to denote an average and sixteen annas a bumper crop.

2. It was, however, presently brought to the notice of the Government of India that the latter system was unsuited to the North-Western Provinces, where ordinarily sixteen annas is used to denote a good average crop and 20 to 22 annas a bumper crop. As it was considered essential that the system of notation should be uniform

for all provinces, Local Governments were asked whether there would be any objection to the general adoption of that in use in the North-Western Provinces. The replies received showed that in some part or other of most, and in the whole of some provinces, sixteen annas is used to denote an average crop; and all Local Governments, with only two exceptions, were willing to adopt this standard in framing their crop forecasts. Accordingly the Government of India, in their Resolution No. 129-A.—7—197 of the 6th November 1885, pointed out the absolute necessity for the adoption of one uniform standard, and prescribed sixteen annas as the standard to be used in future to denote an average crop.

3. Since the revision of the form of crop forecasts in 1892, anna estimates are no longer used in the final forecasts; but they are still frequently employed in the first and second forecasts. It has, however, been strongly and repeatedly urged upon the Government of India that the adoption of a scale which is at variance with that in local use necessarily tends to confuse the estimates; and it has been pointed out that the result of this confusion is that in some provinces the estimate has never yet been pitched so high as a sixteen anna or average crop.

4. The Government of India have therefore decided that in future it shall be left to Local Governments and Administrations to fix the scale of notation for themselves, in accordance with local conditions; the object being to secure that the returns are in terms of a normal crop. To secure conformity with local usage, it may even be necessary to use different scales in different parts of the same province. This being so, it is obvious that the anna standard will no longer possess any fixed or uniform value, and will therefore be unsuitable for use in any published forecasts. I am therefore to request that, in all future forecasts that may be furnished to the Government of India of the Director-General of Statistics, the use of the anna notation may be entirely discontinued, and the American notation used in its stead, 100 being taken to represent a normal crop, and the estimated outturn being stated as a percentage of that crop. Indeed there is reason to believe that, apart from the formal periodical forecasts, all estimates of crop-outturn furnished to the Government of India, such for instance as have been reported in connection with this year's famine, are subject to the same uncertainty of standard; and I am therefore to request that in future, whenever outturn is mentioned in such cases, either the American notation may be used, or, if the anna scale is preferred, the standard on which it is based may be stated. A brief parenthesis (so many annas = normal) is quite sufficient.

5. It will be noticed that in the above instructions, the word "normal" has been substituted for "average." The normal crop has been defined as "that crop which past experience has shown to be the most generally recurring crop in a series of years; the typical crop of the local area, the crop which the cultivator has a right (as it were) to expect, and with which he is (or should be) content, while if he gets more he has reason to rejoice, and if less he has reason to complain." This will not necessarily correspond with the average crop of a series of years, which is indeed an arithmetical abstraction, and may possibly never occur. For it is obvious that in a tract in which the agricultural standard is low and the harvest precarious, the yield of the year will fall below the normal as above defined more often and more largely than will be the case in a highly cultivated and well irrigated tract, and that in the former case the average will probably be considerably below the normal, while in the former it will probably approximate very closely to it.

Order—thereon No. 937, Revenue, dated 12th November 1897.

Communicated to the Board of Revenue for information and guidance.

(True Extract.)

(Signed) N. E. MARJORIBANKS,
Ag. Under Secy. to Government.

To the Board of Revenue (Revenue Settlement, Land Records
and Agriculture).

Resolution—No. 750, dated 23rd December 1897.

Communicated to all Collectors.

2. The instructions of the Government of India will be attended to. In all future forecasts submitted from the Board's office, 100 will be taken to represent a normal crop, and the estimated outturn will be stated as a percentage of that crop.

3. The question arises as to what instructions should be now issued to village and taluk officers. The Board believes that what the village accountant, and likewise the superior revenue officials, have had in their minds as an "average" crop answers exactly to the crop hereafter to be more aptly designated as "normal," and defined to be "that crop which past experience has shown to be the most generally recurring crop in a series of years; the typical crop of the local area, the crop which the cultivator has a right (as it were) to expect, and with which he is (or should be) content."

4. The estimates of outturns from all districts have shown, year after year, that the karnams as a body persist in regarding 12 annas, in the anna notation, as representing the normal crop above defined, and 16 annas as the bumper crop which can only be expected in unusually favourable seasons, and rarely, if ever, for the whole village area under any one crop.

5. In the Board's opinion there is nothing to be gained by attempting to teach the village officers the American system of notation. An estimate of outturn for a whole village must at best be but a rough approximation, and the first step necessary would be to restrict the number of fractions to be used. Obviously it is inexpedient that outturns should be reported in 20 or 30 different fractions of 100, and it would probably be necessary to limit the number of permissible fractions to five or six as is now the case with the anna notation.

6. The existing anna notation should therefore continue for the purposes of Village Account No. I-A and Taluk Account No. II, and it will be only necessary to inform the village and taluk officials that the old plan of taking 12 annas to represent a "normal" crop will be henceforward reverted to, and to explain them the definition of a normal crop as given by the Government of India. Collectors should issue the necessary instructions accordingly.

7. If in any district the Collector finds from the outturns reported that the karnams have satisfactorily adopted 16 annas as representing a normal crop, that notation may be adhered to; but any Collector who thus considers that 16 annas should continue to represent the normal crop in his district should report the fact to the Board with a statement, in the form given in the report of the Collector of Salem read above, showing what outturn has been reported for each crop for each of the last five years.

(True Copy and Extract.)

(Signed) L. E. BUCKLEY,
Famine Secretary.

To all Collectors.

Copy to the Secretary to Government, Revenue Department.

ORDER—No. 87, Revenue, dated 12th February 1898.

Miscellaneous.

The Board's instructions are judicious
and are approved.

(True Extract.)

(Signed) G. S. FORBES,
Ag. Secretary to Government.

To the Board of Revenue (Revenue Settlement,
Land Records and Agriculture).

Exd. Shik Karim.

50 Copies.

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21/1/03

Recd
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REVENUE DEPARTMENT.

NOTES CONNECTED WITH G.O., No. 87, REVENUE, DATED
12TH FEBRUARY 1898.

[SUBJECT.—*Adoption of the American system of notation for estimating the outturn of crops in forecasts.*]

Board's Proceedings, No. 750, dated 23rd December 1897.

To Secretary—

The original of G.O., No. 937, Revenue, dated 12th November 1897, is submitted.
The Board's instructions seem judicious and may, I submit, be approved.

N. E. MARJORIBANKS.
29-1-98.

To Honourable Member—

Yes. The village officers could never think in hundreds.

G. S. FORBES.
4-2-98.

I agree.

J. G[ROSE].
9-2-98.

To Secretary—

Draft order submitted.

N.E.M.
11-2-98.
G.S.F.
12-2-98.

[Issued as G.O., No. 87, Revenue, dated 12th February 1898.]

1898
REVENUE DEPARTMENT.

1897.

Current No 642.

Board of Revenue
(Revenue Settlement, Land Records and Agriculture),
MADRAS.

Recd. 24 Jan'y

Regd. 25 u

} 1898.

Enclosures

Spare copies

Printed January th, 1898.

Proceedings, No. 750, 23rd December 1897.

DECEMBER.

Outturn.—Communicating to all Collectors, with remarks, Government Order, Revenue, communicating to the Board of Revenue for information and guidance letter from the Government of India suggesting the adoption of the American system of notation for estimating the — of crops in forecasts.

PROCEEDINGS OF THE BOARD OF REVENUE

(REVENUE SETTLEMENT, LAND RECORDS AND AGRICULTURE).

READ—the following letter from C. H. MOUNSEY, Esq., Acting Collector of Salem, to the Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, dated 27th October 1897, No. 5685 :—

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2. I unfortunately only have figures for eight faslis to go on. But the results are so startling, unexpected and uniform that I doubt if the figures for twenty faslis, instead of eight faslis would give a different result. Mr. Stokes made a reference on the subject in his letter, No. 1122, dated 17th April 1892, but what orders were passed on this I cannot find. Mr. Stokes, however, was referring to the matter in general terms, whereas I am giving particulars. The enclosed statement shows that for eight years the average outturn of all crops in the district comes to 8½. This is notwithstanding that some years were very favourable, for instance fasli 1299 in which the south-west monsoon was favourable and fasli 1305 in which both monsoons were favourable. It is clear that the outturns are systematically underestimated or the notation is wrong. Judging from the figures, I think, some allowance must be made for this last cause. If 20 is a bumper crop, I doubt four-fifths of this being an average crop. The average should give the mean outturn of all crops good, bad and indifferent, grown on good, bad and indifferent soils, and sown at varying times. Some crops suffer from too much, some from too little, rain, some from the very nature of the soil upon which they grow. It must be the exception when the rains so fall that the crop yields its maximum. If we accept these conclusions and allow for them, we must expect (allowing for most crops yielding something) an average yield of perhaps 12 annas out of 20, whereas we call 16 annas an average outturn and whereas an actual fact 7½ to 10½ annas is reported as the ascertained average. Indeed, theoretically speaking, if 20 annas is a bumper crop, half that might be taken to be the average crop and not four-fifths of it as is now done. But this theory is not correct, as the season is seldom so bad that crop yields nothing. If the season be so, often, the crop is not sown and so the returns are not reduced by a nil outturn being reported. The orders under which anna notation is in force are those of the Government of India (letter from the Officiating Secretary to the Government, Revenue and Agricultural Department (Agriculture), to the Secretary to the Government of Madras, Revenue Department, No. 679-A-4—211, dated 20th August 1896, printed in Board's Proceedings, No. 2216, dated 11th October 1896), and therefore I am aware that this reference may seem futile. But if a more accurate calculation as to outturn can be made by merely taking 12 annas as an average crop; 16 annas as a full and 20 annas as a bumper crop; it might be worth while seeing if the change could not be made. The change is not one that would prevent comparison of statistics. If statistics are to be compiled as they are now, 10 annas should be taken to be an average crop.

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Average for 8 faslis ..	10½	8½	7½	9	7½	9½	10½	10½	8½	7½	8½	8½	9	10	8½

READ—also the following G.O., No. 937, Revenue, dated 12th November 1897 :—

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2. It was, however, presently brought to the notice of the Government of India that the latter system was unsuited to the North-Western Provinces, where ordinarily sixteen annas is used to denote a good average crop and 20 to 22 annas a bumper crop. As it was considered essential that the system of notation should be uniform for all provinces, Local Governments were asked whether there would be any objection to the general adoption of that in use in the North-Western Provinces. The replies received showed that in some part or other of most, and in the whole of some provinces, sixteen annas is used to denote an average crop; and all Local Governments, with only two exceptions, were willing to adopt this standard in framing their crop forecasts. Accordingly the Government of India, in their Resolution No. 129-A.—7—197 of the 6th November 1885, pointed out the absolute necessity for the adoption of one uniform standard, and prescribed sixteen annas as the standard to be used in future to denote an average crop.

3. Since the revision of the form of crop forecasts in 1892, anna estimates are no longer used in the final forecasts; but they are still frequently employed in the first and second forecasts. It has, however, been strongly and repeatedly urged upon the Government of India that the adoption of a scale which is in variance with that in local use necessarily tends to confuse the estimates; and it has been pointed out that the result of this confusion is that in some provinces the estimate has never yet been pitched so high as a sixteen anna or average crop.

4. The Government of India have therefore decided that in future it shall be left to Local Governments and Administrations to fix the scale of notation for themselves, in accordance with local conditions; the object being to secure that the returns are in terms of a normal crop. To secure conformity with local usage, it may even be necessary to use different scales in different parts of the same province. This being so, it is obvious that the anna standard will no longer possess any fixed or uniform value, and will therefore be unsuitable for use in any published forecasts. I am therefore to request that, in all future forecasts that may be furnished to the Government of India of the Director-General of Statistics, the use of the anna notation may be entirely discontinued, and the American notation used in its stead, 100 being taken to represent a normal crop, and the estimated outturn being stated as a percentage of that crop. Indeed there is reason to believe that, apart from the formal periodical forecasts, all estimates of crop-outturn furnished to the Government of India, such for instance as have been reported in connection with this year's famine, are subject to the same uncertainty of standard; and I am therefore to request that in future, whenever outturn is mentioned in such cases, either the American notation may be used, or, if the anna scale is preferred, the standard on which it is based may be stated. A brief parenthesis (so many annas = normal) is quite sufficient.

5. It will be noticed that in the above instructions, the word "normal" has been substituted for "average." The normal crop has been defined as "that crop which past experience has shown to be the most generally recurring crop in a series of years; the typical crop of the local area, the crop which the cultivator has a right (as it were) to expect, and with which he is (or should be) content, while if he gets more he has reason to rejoice, and if less he has reason to complain." This will not necessarily correspond with the average crop of a series of years, which is indeed an arithmetical abstraction, and may possibly never occur. For it is obvious that in a tract in which the agricultural standard is low and the harvest precarious, the yield of the year will fall below the normal as above defined more often and more largely than will be the case in a highly cultivated and well irrigated tract, and that in the former case the average will probably be considerably below the normal, while in the former it will probably approximate very closely to it.

Order—thereon No. 937, Revenue, dated 12th November 1897.

Communicated to the Board of Revenue for information and guidance.

(True Extract.)

(Signed) N. E. MARJORIBANKS,
Ag. Under Secy. to Government.

To the Board of Revenue (Revenue Settlement, Land Records
and Agriculture).

RESOLUTION—No. 750, dated 23rd December 1897.

Communicated to all Collectors.

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(True Copy and Extract.)

Famine Secretary.

To all Collectors.

Copy to the Secretary to Government, Revenue Department.

B.P. 750 d 23 Dec 97 (recd 24-1-98)
re. the notation to be adopted in making
crop forecasts

For order

The original of S.O.
937 Rev d 12 Nov 97
is submitted.

The Board
instructions seem
judicious & may
be submitted to approval

Wile
29/1/98

Wile Yes. The F.O. could
never think in 100s.

Wile
14/1/98

Wile
11-12-98

Wile
12-12-98

[Revised S.O. 937 Rev d 12 Nov 97]

Head C. No 642 ^A

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anv.
E.O. Mine Mass N. 876/12-2-98.

The boards
instructions are judicious
and are approved

Wm
11/2/88

11/✓
John B. R. S. L. R. & A.
Dec. 22-2-98
S/V

First copy sent to Press.

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RECEIVED TO C. No.

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RECEIVED OF GOVERNMENT.

RECEIVED WITH DATE.

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IN ORIGINAL.

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Amended.
Not to be taken.
Amended.
Not to be taken.

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RECEIVED
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17-6-14

24-3-10

4-1-17

2-11-17

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3-7-48