

SELECTIONS FROM THE RECORDS OF THE BOMBAY  
GOVERNMENT.

No. CXLVIII.—NEW SERIES.

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PAPERS

RELATIVE TO THE

COMPLETION OF THE SURAT CITY SURVEY.

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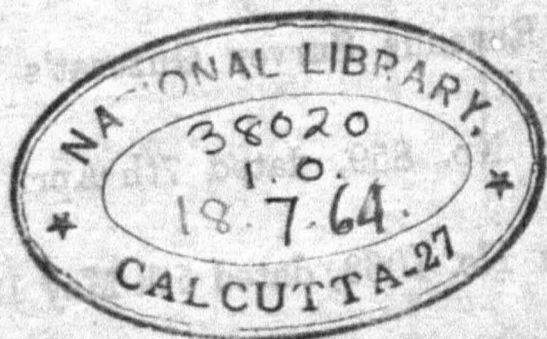


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PRINTED AT THE GOVERNMENT CENTRAL PRESS.

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No. 4118 of 1876.

To

THE HON'BLE E. W. RAVENSCROFT, C.S.I.,

Chief Secretary to Government,

Revenue Department.

*Poona, 29th July 1876.*

SIR,

I have the honour to report the completion of the Surat City Survey, and to forward the following memoranda on the subject:—

Report of Mr. Entee, No. 75, dated 1st November 1875, with Appendices **A** to **G**.

Superintendent Revenue Survey Guzerat's No. 1602, dated 5th December 1875.

Surat Collector's No. 859, dated 7th April 1876, and statement.

Surat Collector's No. 1063, dated 5th May 1876, and accompaniment.

Memorandum, dated 5th June 1876, by the Honourable T. C. Hope.

Survey and Settlement Commissioner's No. 1022, dated 6th July 1876.

Surat Collector's No. 1588, dated 8th July 1876.

2. The survey of cities and the verification of titles and tenures originated with the Honourable Mr. Hope, and was carried out in the three large towns of his charge through many difficulties and vicissitudes.

3. He has given an accurate account of the origin, object, and financial result of this measure. I should only add to the bulk of this correspondence if I reviewed it in detail; but, as very erroneous statements have been made of the unpopularity of the measure, I may mention that there were only 491 appeals against 47,137 decisions, or one per cent.; and that of the 19 civil suits filed against Government, 8 were in favour of Government, 2 were

withdrawn by plaintiffs, 2 were compromised on appeal after having been gained in the District Court, 2 were compromised—one before trial and one after an adverse decision in the District Court—5 are still pending.

4. In a city infested by so large a class, who live by encouraging litigation, a result so satisfactory could hardly have been obtained if this measure had been unpopular, or had been carried out harshly or illiberally.

5. In the event of the City Survey being extended to other districts, the amendments already effected by Act X. of 1876, and those suggested in the Revenue Code, not yet passed, will enable the Act to be worked without any litigation.

6. The Honourable Mr. Hope's views of the financial position are given in detail in paras. 12 to 26; they are undoubtedly correct, and may be briefly stated that Government has expended Rs. 67,139 and received Rs. 68,839, of which Rs. 52,000 has been credited to Government and Rs. 16,839 to Local Funds, showing a profit of Rs. 1,700; while the Municipality has expended Rs. 1,08,452 and received Rs. 94,509, thus sustaining a loss of Rs. 13,923; but this estimate does not include the value of the 448,505 square yards of land which has yet to be sold, nor does it include the reversionary right of Government to the leases granted for 99 years. It has been calculated that the land will sell at an average of 8 annas per yard. I do not consider this an exaggerated estimate; but the demand for the land is so uncertain that it would be better to confine our view to actual receipts and charges, leaving this source of income and our reversionary rights, which are undoubtedly of great value, to the far distant future.

7. When the survey was first introduced it was agreed that there should be a final settlement of accounts between Government and the Municipality, "when each should receive a return in proportion to its outlay." The total outlay has been Rs. 1,75,571, of which Government paid Rs. 67,139 and the Municipality Rs. 1,08,432; but by the rule of proportion the share of Government should be Rs. 73,991 and of the Municipality Rs. 1,01,580, so that the Municipality is entitled to a refund of Rs. 6,852; but as the Local Funds have already received Rs. 16,839, and will receive a share of the proceeds of future sales and leases, it is fair that they should contribute something; and I agree with the Honourable Mr. Hope in thinking that they should be required to pay the sum by which the Government share of the expenses falls short of the amount due, viz., Rs. 6,852.



8. The establishment proposed for the future management of the city and preservation of its valuable records is as follows :—

Present Establishment.				Proposed Establishment.							
			Rs.	a.	p.				Rs.	a.	p.
Lands Daroga	...	...	40	0	0	1 Deputy's Record-keeper.	30	0	0		
Assistant do.	...	...	20	0	0	1 Mámílatdár's Daroga	40	0	0		
Havildar	...	...	7	0	0	2 do Assistants at Rs. 20.	40	0	0		
Contingencies	...	...	5	0	0	Havildar	7	0	0		
						Contingencies	5	0	0		
Total per mensem...			72	0	0	Total per mensem...			122	0	0

I agree with the Honourable Mr. Hope and the Collector in thinking that the proposed increase is not more than absolutely necessary. The Municipality now contribute Rs. 50-8-0 out of the Rs. 72 which the present establishment costs, and I think that the expenses should be in future more equally shared by Government and the Municipality, the latter paying Rs. 60 and Government Rs. 62. This will require the sanction of the Government of India to an additional charge of Rs. 40-8-0, and, as an offset, Government will receive the fees for extracts from records and the percentage for the collection of Local Fund revenue in the city. I approve of the suggestion that the Darogas should receive a percentage of 5 per cent. on the sales of land; it will greatly stimulate the sales.

9. I think that measures should be taken to print the registers. Considering the danger from fire, white ants, and other vermin, it is of great importance that there should be several splices of such valuable records, and I would suggest that the cost of printing should be shared equally by Government and the Municipality.

10. The Honourable Mr. Hope is especially entitled to the thanks of Government for having brought this arduous and important work to a satisfactory conclusion.

I have the honour to be,

Sir,

Your most obedient Servant,

L. R. ASHBURNER,

Revenue Commissioner, N. D.

No. 75 of 1875.

To

W. R. PRATT, Esq.,

Acting Collector, Surat.

*Surat, 1st November 1875.*

SIR,

I have the honour to report on the completion of the City Survey operations, in the city of Surat, under Bombay Act IV. of 1868.

2. The necessity of an accurate survey defining the limits of private and public property was felt so early as 1816, that is to say, only a few years after the introduction of British rule into Surat. A carefully prepared map was completed by Captain Adams and Lieutenant Newport, of the Guzerat Revenue Survey, in 1817, and not 1821, as mentioned in Government Notification of 16th February 1869. It is still in existence, has rendered valuable assistance in the adjudication of intricate cases, and has generally formed the basis of the present inquiry.

3. Though the former survey was neatly done, and its arrangement and references fully and lucidly explained, and though at the time it was executed it must have formed a valuable record for the purposes for which it was then required, the altered state of circumstances had rendered it comparatively useless. Since 1817 an alarming change had overtaken the city. Terrible fires and destructive floods seemed to recur with the regularity and precision of the seasons, and until but a few years back every year witnessed an appalling destruction of property. The eventful years of 1822 and 1837, particularly the latter, will be remembered as an epoch in the history of this unfortunate city as long as it exists. Thousands, suddenly reduced to poverty and desperation, left the city never more to return, and vast tracts of land, upon which at one time stood buildings of various pretensions, were left behind without any thought of claiming them any more. Whilst on the one hand this state of affairs seriously impeded the rebuilding of the city; on the other, encroachments without number sprang up on all directions, and not only misappropriated private property lying unclaimed, but even trespassed on what was clearly marked in the old map as public ground. In order to remedy this state of things, to check unauthorized encroachments, and remove all



impediments to the progress of the city, a new survey and inquiry on an elaborate scale was found to be the only alternative. Though these exceptional circumstances urgently called for reform, it cannot be doubted that, even independent of these, the advantages of an institution having for its avowed object the record, preservation and perpetuation of private rights, titles, and interests, as well as the conservancy of public property and the settlement of the revenues of the State, are too self-evident to require any demonstration.

4. The idea of a new City Survey with its present scope and object appears to have originated with the Honourable Mr. Hope, when Collector of Ahmedabad, in 1862-63. Sir B. H. Ellis, then Revenue Commissioner, N. D., having quickly discerned the benefits to be derived from it, ordered its speedy introduction into this city, and his proceedings were confirmed by Government Resolution No. 1539, dated 13th October 1863. Its progress was for the first two or three years necessarily slow, but it received a powerful impetus and a distinct status as a separate department in the latter part of 1866, on the appointment of Mr. Hope as Collector of this district. It met with varying success for some time afterwards; but in 1867, owing partly to a mistaken zeal on the part of the newly-established agency to carry it out, but mostly to the spread of exaggerated rumours concerning its intentions, it produced some discontent, which ultimately settled itself into determined opposition on the part of certain persons having influence with the local press.

5. The opposition contended that the measure introduced had no legal status whatever, that city surveys were not intended to form part of the general revenue survey of the province, and that Bombay Act I. of 1865 did not authorize their introduction. These and many other objections had no foundation in fact. The City Survey, in the instance of Surat at least, did form part of the general revenue survey of the district. It was surveyed without the least opposition on the part of the people in 1817, as mentioned above, by the officers of the Guzerat Revenue Survey Department, and there was nothing either in the present Survey Act, or any other law, to lead experienced men to think that cities were expressly excluded from its operation. As, however, to the casual reader of the enactments applicable to the case, the objections raised were calculated to lead astray, and as decisions on intricate questions like these rested ultimately with a judicial agency, whose jurisdiction did not embrace anything like a land system in a



country full of intricate tenures, it was considered advisable to declare by express enactment what was intended to be done, in order to avoid future complications. There was another consideration, also, which, perhaps, weighed much more with the promoters of the project in inducing them to recommend fresh legislation on the subject. It was from the very beginning contemplated that the inquiry should be conducted on the most liberal principles; but whilst it was intended that titles should be confirmed, even if founded on merely nominal possession, settled afterwards at five-years' occupancy, the law, as it existed then, did not permit the acquisition of titles for thirty years at the least. Instances could be added *ad libitum*, if need be, to show that the applicability of the law as it stood in 1867 would have been, comparatively speaking, extremely harsh. A Bill was framed accordingly, which after a great deal of discussion and criticism was, with some modifications, passed into Bombay Act IV. of 1868, commonly called the City Survey Act.

6. For the excellent practical character of the Act and its simplicity any commendation bestowed upon it would be insufficient. Exaggeration as it may appear to those who have had little or no experience of its working, it is nevertheless an opinion founded upon a thorough working of the Act, and one in which every officer, entrusted for any length of time with the duty of carrying it out, would gladly concur, that, so far as its utility was concerned, it appeared to be the conception of a master mind. There is no other Act, that I know of, which secures a greater amount of work with as little delay and inconvenience as this entails. So many officers have done the work in this office that the time required for the preparation of a statement showing the work of each could not well be spared. As an instance, however, of the simplicity of the procedure provided for by the Act and the rules framed in accordance with it, I may mention that, when the work was at its height, I believe no less than 30 cases on an average were disposed of by me in the course of a day. These included intricate cases also; but when by chance a map contained little or no intricate work, the highest limit reached exceeded 60 *per diem* irrespective of the time spent, about an hour a day on an average, in the field for personal inspection of properties in cases of doubt and dispute. The inconvenience to the people was, therefore, almost nil.

7. The Act has, however, its failings as well as its excellences. It requires a change in its wording in some places in order to make its meaning

Its defects.



more clear. Its provisions for enforcing its precepts in cases of obstinacy and contempt are quite insufficient as they at present stand. It does not at all provide for giving solidity and permanency to acts performed under it. Suppose, for instance, a plot of open ground, belonging to a person not well affected towards the department, under inquiry. The inquiry officer issues to him summons after summons requiring him to produce his evidence. He disregards them. The High Court has ruled that he is not liable to be proceeded against for contempt of lawful authority. You have no power, except to decide on what evidence you can get. You, therefore, issue a public notice calling upon anybody claiming the land to establish his claim within a month. This notice is also disregarded. The neighbours say the land has long been vacant and unoccupied. There is no other alternative, but to declare the land to be the property of the State, being unoccupied and unclaimed open ground. You then sell it under the rules. The purchaser trusting, as he has a right to trust, in the legality of the proceedings adopted by Government officers, builds a house upon it, when up rises the original claimant, sues both the Collector and the purchaser as trespassers, produces unimpeachable evidence, easily obtains a decree, and compels the new occupant to remove the building and vacate the ground. That such cases, if any, have been extremely rare, shows only the patience and the tact of the officers concerned and the good sense of the public at large. Another instance, and I will have done with this subject. A plot of ground, partly open and partly occupied, and called the Noo-Syed's Tekda, was inquired into and decided by Mr. Carey to be the property of Government in 1869. The parties, dissatisfied with this decision, appealed to the Collector long after the time allowed to them by the law. Mr. Hope, always extremely anxious to see that no undue cause of complaint is given to the people, admitted the appeal, and after seeing the papers of the case sent it to me for re-trial in September 1874. Since then I have issued summonses to the appellants half a dozen times over, and they have also been served. They disregarded the summonses. I went over to the land, spoke to them personally, and persuaded them to produce their evidence, without any effect. I then posted a notice calling upon persons claiming the land to establish their claim. I served notices on the appellants, distinctly informing them that, if they did not produce evidence now, they would not be heard hereafter, but all to no purpose; and I am helpless in the matter. The appearance in condition of the lands leads me to suppose that it is private property, and that the claimants might produce evidence if they chose. Some clever Maktiár may, possibly, be at the bottom. This state of things could, I think, be easily remedied by a slight change in the Act.



8. The survey as well as the inquiry made rapid strides after the passing of the Act, both because of the facilities afforded by the Act, as by the experience gathered in previous years. As regards the purely technical portion of the survey, I do not consider myself competent to offer any opinion; but I may mention some of the difficulties which may be discernible even by a casual observer. The present Gujarat Revenue Survey Department was quite new to the work. The measurements, plotting, and field work in general was far more intricate, and the drawing and preparation of maps required much greater skill and patience than corresponding work in the rural districts. The subordinate agency being underpaid, could not be presumed to have sufficient intelligence to deal with a highly intelligent and litigious people. Information had to be obtained not unfrequently from reluctant and obstinate occupants, as there was no reliable record left by the former survey to render assistance as in the case of the village lands. The ultimate result of the survey, as represented by the sanad, had to undergo rigid scrutiny at the hands of adverse critics. The sanad is, no doubt, a severe test, and no survey in the world has hitherto been subjected to such a crucial test at the hands of strangers. Every man has the power to examine for himself and point out inaccuracies, and the people have not been slow in taking advantage of it. And yet what is the result? Out of about 26,404 sanads issued up to yesterday, only about 650 were required to be corrected, and the mistakes pointed out were not those of the Survey Department only, but comprised also errors made by the inquiry officers and the people in originally pointing out their boundaries. Allowing that there may still be sanads requiring correction, there appears no reason why the Gujarat Revenue Survey Department may not be congratulated on exhibiting a result so exceedingly satisfactory.

9. The final result of the survey and inquiry is represented by the sanad. If it were not for certain recent proceedings, it would have been superfluous to point out the value of the sanad as a title-deed. From the various exaggerated rumours spread concerning it, by persons interested in maintaining their opposition through sheer obstinacy, I am afraid the authorities have formed an entirely erroneous estimate of its importance and popularity. If in any subsequent enactment the Legislature were to deal it a death-blow, I would consider it a retrogressive step in deference to the misstatements of persons who have themselves far from mastered the subject they discuss. The greatest boon the City Survey Department is capable of conferring on the mass of the people is



the sanad, as it is a document which not only describes accurately the boundaries of their properties, and contains a well-drawn plan showing in detail every nook and corner, door and window facing on the road, and giving every inch of measurements on all its sides, but also defines in clear, unmistakeable language the exact right, title, and tenure under which the property is held and entered in the public records. Whilst, on the one hand, its acceptance would relieve the State of unseemly disputes in future with the holders of properties in cities, as regards the right and tenures on which they are held, on the other it would afford the latter ample opportunity of pointing out and getting corrected any statement contained in it to which they may object, and of which without the assistance of the sanad they would be entirely ignorant. It would, besides, materially assist courts of justice and lessen litigation, as affording satisfactory evidence of titles, boundaries, &c., being a document prepared by competent and disinterested authority, wholly unconnected with the parties, *ante motum litem*. I think the best way is to examine the grounds of this supposed discontent, even if it existed (but which, as it would appear further on, does not exist), to remove such of them as appear reasonable, and then to embody the sanad in the Act. There are only two objections raised in reference to it, viz., (1) that lands in towns and cities were never considered the property of the State, and their tenures, therefore, require no confirmation; and (2) that the mention made in the sannad of private properties being liable to taxation "of the nature contemplated in Regulation XVII. of 1827, Section II., Clause 2," depreciates the real title of the owner. Much greater stress is laid on the second of these objections than on the first; the first is wholly untenable. The State has been, since the commencement of the British rule, deriving profit in the shape of rents from a large number of open plots; the people have themselves almost unanimously accepted the summary settlement of Government rights on the lands they held, in cases to which Bombay Act VII. of 1863 was applicable; but, above all, there are to this day extant various old deeds in which a distinct mention is made that lands on which rent-free houses stood belonged to Government. I remember one case in which, in a deed of sale dated so recently as 1870 or thereabouts, it is repeated, on the authority of older deeds, that the ground on which the house stood was "Sultani," and that, therefore, the sale was to be considered to affect the building materials only. This piece of land enjoyed the same immunity as those by which it was surrounded, and a very old house stood upon it. With regard to the other question, it is purely a matter of interpreting an existing law; and if the Government Law Officers are of opinion the section quoted in the sanad is applicable to city lands, its insertion in the sanad

has the advantage of removing all misapprehensions and future disputes such as have frequently taken place in other parts of India. If they think it inapplicable, then the wording might be changed in deference to public opinion. But to sacrifice the sanad altogether to the obstinacy of a handful of men, would be to withhold from the public generally one of the greatest benefits the City Survey is likely to confer. To say that the sanad is rightly or wrongly unpopular, is to base an hypothesis wholly upon improbabilities. About half-a-dozen persons working the press, and trying to agitate the public, have succeeded in producing an erroneous impression, but have failed to make it really unpopular. They have written and spoken the most extravagant things about it; they have induced a few, very few, people to refuse to pay for the sanad, and have called meetings to make representations against it; but they have signally failed in carrying the public with them. As a specimen of the language and reasoning employed by them, it may be worth while to mention that, soon after the Government passed a Resolution withdrawing from contesting against one or two appeals made in the High Court, a writer in one of the local papers wrote a long article in Guzerati to arouse the people to join in carrying out his pet idea. The principal argument used in the article was that the object of granting the sanads was to enable the future conquerors of India to confiscate all private property in the city! The rant of journalism can scarcely go further, and yet it is to satisfy people like these that a concession is deemed necessary. Of more than twenty-six thousand holders of properties in the city not more than twenty-six have refused to pay for the sanad, and if voluntary applications be an index, and a safe index too, of the popularity of the sanad, it may be noted that to *this very day* fresh applications have been coming in for them. What, then, is the *data* on which this strange opinion of the unpopularity of the sanad is founded? Facts and figures do not indicate any.

10. We now come to the general fiscal results obtained by the City Survey. Appendix **A** gives an analysis of the land comprised within the municipal limits of Surat. The total area is 97,63,699 square yards, of which more than one-half is actually occupied by buildings. The city in cleanliness and general appearance is second to none in Guzerat at present.

11. Appendix **B** contains the total receipts realized as well as expected. It would appear that more than three lakhs and sixteen thousand rupees are expected to be realized in a lump sum, and above rupees five thousand and four hundred annually. The latter is estimated



on the scale sanctioned by Government, and hitherto realized without difficulty, namely, 2 pies per square yard *per annum*. In calculating the amount expected from the permanent sale of lands and their right of occupancy, a much more moderate scale is adopted to prevent disappointment. Whilst the rate hitherto realized on such scales amounts to about Rs. 1-14 0, the one now adopted is only half a rupee a square yard, or nearly one-fourth the average hitherto obtained. It must be remembered that most of the best plots fit for sale have already been taken up, and that lands situated in important parts of the city would not be able to bear the price of lands already disposed of.

12. Appendix C is a comparative statement showing the state of the revenue before and after the City Survey. Whilst before the introduction of the City Survey the total annual revenue amounted to Rs. 446, it is expected that, when the full benefits of the survey have been realized, it would amount to Rs. 5,412-10-0, besides a lump sum of over three lakhs and sixteen thousand, representing an annual income of about Rs. 12,650.

13. Appendix D shows the amounts realized up to the date of this report and their distribution between the Government and the Municipality. In this statement receipts derived from the City Survey only are included. Out of a lump sum of Rs. 1,04,353-5-4, the greater portion, namely, Rs. 93,491-13-5, has been received by the Municipality, and Rs. 10,861-7-11 by the Government. Of the annual income, Rs. 2,319-1-6 fall to the lot of Government, and only Rs. 40-10-8 to that of the Municipality.

14. Now as to costs. An actual outlay of Rs. 1,80,002-9-8 has been incurred, of which Rs. 1,08,431-15-8 have been defrayed by the Municipality and Rs. 71,570-10-0 by the Government. Various officers were spared from the general revenue administration of the district to do duty as inquiry officers, but no extra expenditure on their account was incurred by the State or the district, and the general administration would have had to pay their salaries and allowances equally well even if the City Survey Department had not existed. The question has been finally decided by Government Resolution No. 4700 of 18th August 1873, in para. 5 of which it is stated that the "exigencies of the public

service no longer leave Supernumerary Assistant Collectors available who can be deputed to perform this duty without actual extra cost to the State." And, further on, that "whatever officers, therefore, in excess of the ordinary staff of the collectorate are needed for the inquiry, will be supplied, and their regular places filled up, but their pay and allowances at the rate allowed to a 5th grade Deputy Collector will be debited by Government to a suspense account subordinate to the Guzerat Survey Budget, pending the winding up of the account \* \* \* \*. Should it then appear that the advance, or any part of it, does not proportionately fall on Government, it will be at once recovered from the Municipality." The statement of costs has been prepared in accordance with these instructions. With regard to the survey office, an extra officer had been provided for from the beginning, and no further assistance was rendered by the State, except by part payment of the cost of the establishment. In fact, every rupee that the State treasury had actually to pay on account of both the survey and the inquiry, has been shown in this statement. The items of expenditure also include the cost that will hereafter be incurred in completing the operations of the survey, such as colouring the maps now being received from the press, defraying printing charges, &c. The result will show that it would not be necessary for the Government to call upon the Municipality to refund any portion of the expenses incurred by the State. It would rest with Government to decide whether it would not be appropriate to refund to the Municipality Rs. 8,242-9-6 paid by it, at the first introduction of the City Survey, to make up the salary of the survey officer, in consideration of the wholly unexpected and enormous profits the City Survey has been the means of obtaining for the State. If this refund be made, the proportion of expenditure to be distributed between the Municipality and Government would, I think, be more equitable. It will be perceived from Appendices **D** and **E**, that whilst the total cost defrayed by Government amounts to Rs. 71,570-10-0, including the amount provided for in this year's budget, and not yet wholly expended, the total receipts amount, up to date, to a lump sum of Rs. 10,861-7-11 and an annual income of nearly Rs. 2,320, which, capitalized at a valuation of 25 years' purchase, would be equal to Rs. 58,000. Thus there will be a balance of less than three thousand rupees to be recovered hereafter to make the account square. The Municipality has incurred a total expenditure of Rs. 1,08,431-15-8, and recovered Rs. 93,491-13-5 in a lump sum, besides an annual rental of Rs. 40-10-8, which, capitalized at the above valuation, would exceed a thousand rupees. It has, therefore, been able to recover all its outlay except a sum of fourteen thousand rupees.



15. Appendix **F** shows the ultimate results of the City Survey as a whole. On the outlay incurred by the Municipality it gives a profit of about 226 per cent., and on that incurred by Government one of about Rs. 276. Deducting all expenditure, the net profit to Government would ultimately amount to about Rs. 1,39,219-8-3, and the net profit to the Municipality to about Rs. 1,32,662-13-5, thus making a total of Rs. 2,71,882-5-8. I venture to hope that this result is as satisfactory as it was wholly unlooked-for.

16. Appendix **G** shows the number of appeals made against the decisions of the inquiry officers and their result. It would appear that the percentage of appeals on decisions is about one, and on sanads issued about one and three-quarters. The Honourable Mr. Rogers, when submitting the Rules for Inquiry as Revenue Commissioner, N.D., remarked that "their application will require on the part of the officer appointed to do the duty of unusual tact and discretion." How far the inquiry officers have displayed these qualities, this statement will, I trust, afford a fair criterion to judge by. It would also show how far the people have manifested their confidence in their decisions or otherwise.

17. The names of officers of the Revenue Department engaged for various periods in the inquiry office are given in the margin. The inquiry commenced in June 1867, and virtually ended in October 1874. Since their inquiry into appeal and revision cases and the general winding up of the department has been attended to by the District Deputy Collector, along with other regular work of his office, the small number of appeals now remaining will be disposed in the course of this month.

18. It would appear from the above that the survey of the city of Surat has been the means of obtaining for it an accurately drawn map on a scale and in a manner scarcely to be met with anywhere outside of Guzerat. The boundaries of properties, rights of way, and even the nature of the buildings, such as temporary huts or substantial houses, have been so carefully shown as to materially affect litigation. A record of rights and titles has been prepared after minute inquiry, Government and municipal properties have been ascertained, defined, conserved, and recorded. The holders of private properties have received a document much more valuable than any deed they hitherto possessed, and copy of which could at any moment be obtained from the public records, in case of

loss or dispute, at a cost and trouble quite incommensurate with the benefits to be obtained. No mean encouragement has been given to the construction of buildings of roads and the setting apart of public promenades and market-places. Vast tracts of unclaimed lands in the heart of the city, which at one time were the nurseries of pestilence and prickly-pear, are at present nicely enclosed, or adorned by neat-looking buildings. What effect this change had on the general health of the public, can well be imagined. All this at a profit of about 250 per cent. on the outlay. This picture may appear, at first sight, to be too good to be true, but it fortunately is too true to be contested.

19. It may not be out of place here to invite your attention to Section XVII., Clause (f), of the District Municipal Act. The Government share of the profits, referred to above, has been calculated on the understanding that all lands in the city, not being private property, were the property of Government. The clause referred to, however, seems to make a present of all "spaces" to the Municipality. The word "spaces" is not defined, and it may be a question whether its insertion in Clause (f) does not appear to be against the spirit of Clause (e) of the same section. If it be necessary to make its meaning more clear, I think it would be as well to consider whether a section may not be added to make it penal to build upon lands expressly declared to be Government property, without obtaining an inquiry, or a decision on appeal, as the case may be, under Bombay Act IV. of 1868.

Does the Municipal Act require any modification?

20. The figures in the most important of the appendices have been obtained from the survey office, which, of course, is responsible for them, but they have been scrutinized as thoroughly as men in the inquiry office could do it, and may be depended upon. I think it necessary to mention this here, as the results have exceeded by far those anticipated by Mr. Hope in his letter No. 2946 of 31st December 1872, or by anybody else.

21. Government have already provided for a subordinate establishment for the custody of the City Survey records, the sale of vacant lands, &c., in their Resolution No. 3377, dated 13th June 1873. I am respectfully of opinion that it requires a slight modification, as I believe the estimates, on which it was based, have undergone a great change. I shall do myself the honour to address you on the subject hereafter.

Future Establishment.



22. I cannot conclude without tendering my cordial thanks, on behalf of all the Inquiry Officers, to the Survey Department under the active superintendence of Colonel Prescott and Mr. Beyts. The uniform cordiality and courtesy with which assistance was at all times rendered, left nothing to be desired. I venture to bring the services of Rao Saheb Harkisandas Jagjivandas specially to your notice, in the hope that they may be recognized by a suitable promotion in the Revenue Department to which he belongs. He has done his best to ensure accuracy in his own office, and to comply with the requirements of this in a manner that cannot be too highly commended. He has, on a salary and allowances far below those of the lowest-grade officer in the Revenue Department, conducted the intricate duties of a very troublesome office with great success.

I have the honour to be,

Sir,

Your most obedient Servant,

M. C. ENTEE,

Acting District Deputy Collector,

In charge Inquiry Office.

# APPENDIX A.

## *Analysis of the Land of the City of Surat.*

PRIVATE PROPERTY.		PUBLIC PROPERTY.								Total Area.	Remarks.
Building Sites, &c.	Summary Settlement Lands.	Unoccupied Building Ground fit for Sale.	Government Lands.				Ground set apart for public convenience and recreation.	Official Sites, Government and Railway Buildings, &c.			
			Given on 99 years' Lease.	Lands paying Rent to Government.	Kachas occupied by Government Cultivators as Compounds free of Assessment.	Culturable Waste.		Government Buildings.	Railway Buildings.		
1	2	3	4	5	6	7	8	9	10	11	12
Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	
47,08,840	20,44,452	4,32,707	75,318	15,361	3,665	15,798	22,55,105	1,33,933	78,520	97,63,699	

M. C. ENTEE,

Acting District Deputy Collector and Inquiry Officer.



## APPENDIX B.

*Receipts realized and expected from the Operations of the Surat City Survey under Bombay Acts I. of 1865 and IV. of 1868.*

			PRESENT.		PROSPECTIVE.		REMARKS.
Rs.	a. p.						
52,704	4 0	1	Sanad Fees.	Sale Proceeds of Land sold in perpetuity.			
S. Yds.		2	Square Yards.				
22,636							
Rs.	a. p.	3	Amount realized.	Let on 99 years' Lease.			
37,813	2 8						
S. Yds.		4	Square Yards.				
75,318							
Rs.	a. p.	5	Value received for the Right of Occupancy.				
* 12,531	6 5						
784	9 0	6	Annual Rent to be received by the Government.				
40	10 8	7	Annual Rent to be received by the Municipality.				
987	11 6	8	Amount realized by the co the Summary Settlement.				
		9	Amount of Summary Settlement Cess.				
117	12 6	10	Annual Rent of Government Lands.				
32	0 0	11	Assessment of Government Land under Cultivation.				
734	6 7	12	Amount of the Local Fund Cess.				
216	12 9	13	Miscellaneous Fees under Act IV. of 1868.				
42	15 0	14	Amount of old Rents retained.				
1,04,353	5 4	15	Realized in a Lump Sum.	Total.			
2,805	12 2	16	Annual Receipts.				
S. Yds.		17	Square Yards.	Estimated Amount of Land to be let in perpetuity.			
2,00,000							
Rs.	a. p.	18	Value to be received for the Right of Occupancy.				
1,00,000	0 0						
S. Yds.		19	Square Yards.	Estimated Amount of Land to be let on 99 years' Lease.			
2,32,707							
Rs.	a. p.	20	Value of the Right of Occupancy.				
* 1,12,216	0 0						
2,424	4 6	21	Amount of Rent.				
31	1 0	22	Estimated Annual Rental of unoccupied Municipal Lands.				
151	8 4	23	Local Fund Cess on the amounts entered in Column 21.				
2,12,216	0 0	24	In a Lump Sum.	Total.			
2,606	13 10	25	Annual.				
3,16,569	5 4	26	In a Lump Sum.				
5,412	10 0	27	Amount.				
		28					

\* The value of the occupancy right of lands along the Delhi Gate road and in the railway suburb has been omitted from these figures.

M. C. ENTREE,

Acting District Deputy Collector and Inquiry Officer.

# APPENDIX C.

A.—Comparative Statement showing the entire Land Revenue and other Realizations within the limits of the Municipality of Surat, before and after the City Survey.

BEFORE THE CITY SURVEY.					AFTER THE CITY SURVEY.										INCREASE AFTER THE CITY SURVEY.					
1	2	3	4	5	6	Proceeds of Land sold and saleable in perpetuity.		Sale Proceeds of Land disposable on 99 years' Leases realized and expected.		11	12	13	14	15	16	Total		19	20	21
Rs. a. p. 33 0 0	288 13 0	42 15 0	81 4 0	446 0 0	52,921 0 9	2,22,636	Rs. a. p. 1,37,818 2 8	3,03,025	Rs. a. p. 1,24,847 6 5	3,280 9 2	160 11 6	987 11 6	33 0 0	1,052 6 5	885 14 11	8,16,569 5 4	5,412 10 0	8,16,569 5 4	4,966 10 0	
Full Assessment on Government Land.	Salami on Alienated Land.	Proceeds of Rent.	Amount of Local Funds.	Total.	Summons and Miscellaneous Fees.	Square Yards.	Rupces.	Square Yards.	Rupces.	Annual Rental on Land disposable on 99 years' Leases, present and future.	Rent of Government Lands.	Amount realized by the Redemption of the Summary Settlement Cess.	Full Assessment.	Summary Settlement under Bombay Act VII. of 1863.	Amount of Local Funds.	Once for all.	Annually.	Once for all.	Annually.	

M. C. ENTÉE,  
Acting District Deputy Collector and Inquiry Officer.



# APPENDIX D.

*Division of the Proceeds of the City Survey between Government and the Municipality already effected.*

Rs. a. p.			1	Annual Rental at 2 Pies per Square Yard.	RECEIVED BY GOVERNMENT.
902	5	6			
9,873	12	5	2	Government Share of the Sale Proceeds of Land sold in perpetuity.	
763	9	5	3	Settlement under Bombay Act VII. of 1863.	
987	11	6	4	Amount realized by the Redemption of the Summary Settlement Cess.	
653	2	7	5	Local Fund.	
.....			6	Full Assessment on Government Land.	
10,361	7	11	7	Once for all.	
2,319	1	6	8	Annually.	
52,704	4	0	9	Sanad Fees.	RECEIVED BY THE MUNICIPALITY.
216	12	9	10	Miscellaneous Fees.	
40	10	8	11	Rent at 2 Pies per Square Yard.	
40,570	12	8	12	Proceeds of Land sold.	
93,491	13	5	13	Once for all.	
40	10	8	14	Annually.	GRAND TOTAL.
1,04,353	5	4	15	Once for all.	
2,359	12	2	16	Annually.	
			17	Remarks.	
			Value of the occupancy right, of the Delhi-Gate Road and Railway suburb lands has been omitted from this statement.		

M. C. ENTREE,  
Acting District Deputy Collector and Inquiry Officer.

# APPENDIX E.

## Cost of the City Survey and Inquiry.

CITY SURVEY OFFICE.			
Rs. a. p.			
38,464 11 0	1	Payable by Gov- ernment.	Pay of Sur- vey Officer.
8,242 9 6	2	Payable by Muni- cipality.	
* 15,970 4 3	3	Payable by Gov- ernment.	Establishment.
70,327 9 4	4	Payable by Muni- cipality.	
9,220 2 5	5	Contingencies payable by the Municipality.	
+ 8,139 12 3	6	Amount required for printing Sanads and Maps and for the completion of work payable by Municipality.	
54,434 15 3	7	Payable by Gov- ernment.	Total.
95,930 1 6	8	Payable by Muni- cipality.	
8,255 10 4	9	Pay and Allowances of In- quiry Officers payable by Government.	
8,880 0 5	10	Payable by Gov- ernment.	Establish- ment.
10,505 10 4	11	Payable by Muni- cipality.	
1,996 3 10	12	Contingent payable by the Municipality.	
17,135 10 9	13	Payable by Gov- ernment.	Total.
12,501 14 2	14	Payable by Muni- cipality.	
17,570 10 0	15	Payable by Gov- ernment.	Total.
1,08,431 15 8	16	Payable by Muni- cipality.	
1,80,002 9 8	17	Grand Total.	
	18		Remarks.

\* Rs. 1,500 remain unspent  
out of this item up to date,  
+ Rs. 4,050 remain unspent  
out of this item.

M. C. ENTREE,  
Acting District Deputy Collector and Inquiry Officer.



## APPENDIX F.

*Ultimate Results of the City Survey taken as a whole.*

DERIVABLE BY GOVERNMENT.			DERIVABLE BY THE MUNICIPALITY.			TOTAL COST.		Net Profit to Government.	Net Profit to the Municipality.	Total Profit.	Remarks.
Annual Rental capitalized at 25 years' valuation.	Once for all.	Total.	Annual Rental capitalized at 25 years' valuation.	Once for all.	Total.	Payable by Government.	Payable by the Municipality.				
1	2	3	4	5	6	7	8	9	10	11	12
Rs. a. p. 1,33,522 6 4	77,267 11 11	20,10,790 2 3	1,793 3 8	2,39,301 9 5	2,41,094 13 1	71,570 10 0	1,08,431 15 8	1,39,219 8 3	1,32,662 13 5	2,71,882 5 8	Value of the occupancy right of the Delhi Gate Road and the Railway suburb has been omitted from this statement.

M. C. ENTEE,  
Acting District Deputy Collector and Inquiry Officer.

## APPENDIX G.

*Appeals.*

Number of Appeals.	Decisions modified.	Decisions confirmed.	Decisions reversed.	Balance.	Percentage on 47,137, the total number of Decisions.	Percentage on 26,404, the total number of Sanads issued.	
491	99	262	92	38	1	14	

M. C. ENTEE,  
Acting District Deputy Collector and Inquiry Officer.

## MEMORANDUM.

No. 1602 of 1875.

*Superintendent's Office,  
Camp Jambusar, 5th December 1875.*

The history of the City Survey of Surat—its origin, and working under almost overwhelming difficulties, enhanced by the senseless opposition of citizens who were being blessed by measures they took a wicked delight in attempting to frustrate; its intelligent progress under the indomitable perseverance of the only man who believed in the financial success of a city survey—has been carefully and thoughtfully written by Mr. Entee, he being the last inquiry officer engaged to bring Mr. Hope's happy conception to a successful issue.

The body of the report and the tabulated statement appended as to the financial results, are concise and complete. Mr. Entee's suggestions as to the advisability of amending certain sections of the City Survey Act to ensure respect to its procedure, are worthy of consideration. The illustrations given of the dilemma inquiry officers experience, are apt, and by no means uncommon in Ahmedabad.

Should Surat ever be again afflicted (God forbid) by the calamity which has lately wrecked Ahmedabad, and in many instances destroyed all vestiges of property, she will, like her sister city, be forced to confess that the survey records are the greatest boon ever conferred upon a community.

N. B. BEYTS,

Acting Superintendent, Revenue Survey  
and Assessment, Guzerat.

*P.S.*—Perhaps the Collector of Surat will not think it amiss to be reminded to forward this report to the Revenue Commissioner, N. D., through the Survey and Settlement Commissioner, N. D., for the information of Government.

N. B. BEYTS,  
Acting Superintendent.



No. 859 OF 1876.

*Camp Oontri, 7th April 1876.*

To

L. R. ASHBURNER, Esq., C.S.I.,

Revenue Commissioner, N. D.

SIR,

I have the honour to forward the final Report of the Officer in charge of the Surat City Survey and Inquiry. This report gives all necessary particulars. The survey and all the proceedings connected with it have been so fully discussed during its progress and in connection with the Bulsar, Ránder, and Broach Surveys, that Government are fully aware of the rules on which it has been conducted and the principle that has been observed in preparing the figured statements which accompany this report.

2. It only remains for me to notice one or two points in Mr. Entee's report, and I will begin with the most important one, viz., the financial results of the survey. In his para. 11, Mr. Entee calculates "that more than 3 lakhs 16 thousand rupees are expected to be realized in a lump sum in addition to an annual income of Rs. 5,400," and in his para. 14 writes of the wholly unexpected and enormous profits the City Survey has been the means of obtaining for the State, and in para. 15 he shows the ultimate net profits of Government to amount to Rs. 1,39,219-8-3, and those of the Municipality to about Rs. 1,32,662-13-5. If we could look with certainty to obtaining this amount within the next 25 or 30 years I should be inclined to agree with Mr. Entee as to his estimate of the financial results to the survey; but, as the realization of the greater part of the assets is such a remote contingency, I hardly think we can be justified in availing ourselves of them as a set-off against the expenses incurred.

3. To make this large sum of profit, Mr. Entee has included the sums that were being realized before the survey and also all the receipts, actual and possible, from Local Funds. The latter collection, though a legitimate item in showing the financial results of the survey, cannot be taken into account when considering the net profit of Government.

4. It seems to me that, to correctly estimate the net profits to Government of the survey, it is imperative that the results, as they at present appear, should be shown irrespective of former collections, Local Funds, and future hoped-for receipts, and for this



purpose I have prepared a statement, marked **H**, in which I have made all these deductions, and shown the results in their most unfavourable light.

5. The actual loss to Government by the survey at the present date has been Rs. 19,570-12-4, to the Municipality of Rs. 13,923-7-7. To recoup themselves they have to look forward to the sale of 2,00,000 of square yards of land to be sold in perpetuity, and 2,32,707 square yards of land to be sold on 99 years' lease.

6. On land sold in perpetuity Government only get  $30 \times 2$  pies per square yard sold—the Municipality getting the remainder. Of land sold on 99 years' lease, Government only obtain rent at 2 pies per square yard, the Municipality getting the whole of the price at which the land is sold.

7. During the last two years 1,208 yards of land have been sold on 99 years' lease and 5,892 yards in perpetuity. The average yearly receipts for these two years, on the above data, have been something under Rs. 1,000 per annum to Government and Rs. 3,500 to the Municipality.

8. At the above rate how long it will take to make up the figures hoped for by Mr. Entee, is a problem that, except on the returns of the last two years' progress, we have no means of deciding.

9. Mr. Entee has estimated that the 2,00,000 (two lakhs) of yards to be disposed of in perpetuity, will be sold at an average rate of 8 annas per square yard. I am quite willing to admit that any land sold hereafter will fetch as much as 1 rupee per square yard; but, on considering the sums to be realized, and which may be counted as profit, I do not think we can take into our calculation the whole saleable value of the land now available. I cannot hope that half of it will be built upon within the next hundred years, perhaps never; it seems to me that when we judge the profits resulting from any sum expended, we can only look to returns that will come in within 25 or 30 years. Otherwise the interest of the sum expended amounts to more than the expected profits.

10. Taking the average of the last two years as a standard, we may hope to sell in the next 25 years 75,000 square yards of land in perpetuity, *i.e.*, a sum of about Rs. 23,437-8-0 to Government and Rs. 50,098 to the Municipality. Taking the same average in respect of land let on 99 years' leases, we have an average of 600 yards, which at the end of 25 years might realize, at a rupee a yard, Rs. 15,000 to the Municipality and about Rs. 2,031-4-0 to Government *plus* Rs. 3,906-4-0, being the capitalization at 25 years' purchase of Rs. 156-4-0 derivable annually after 25 years.



11. In my Statement **H** I have put down the estimated receipts to Government on their share of the 2 lakhs of square yards available for sale in perpetuity at Rs 23,437-8-0, and for the estimate of Government receipts on account of land let on 99 years' lease, I have put Rs. 5,937-8-0 only, as that is the Government rent at 2 pies per square yard per annum and its capitalization at 25 years' purchase. The average number of yards sold being 600 yards, which yield a rental to Government only Rs. 6-4-0 per annum, and which at the end of 25 years will produce Rs. 1,560 per annum. To recapitulate what I have endeavoured to demonstrate, Mr. Entee's figures show the total receipts from land in the Surat City both before the survey, including the amount gained by the Local Funds, and the expected receipts from the whole waste land now in Surat and available for building, viz., 4,32,707 square yards; when the land is actually sold, his figures will accurately represent the total sum realized (with the exception of the 446 per annum received before the survey) by the operations of the City Survey.

12. My figures represent the net receipts of the survey deducting anything received before the commencement of the survey, deducting the profits accruing to the Local Funds, and estimating only the receipts that we may expect at the end of 25 years from the present date (judging the latter on the returns of the last two years).

13. If more land is sold on an average during the next 25 years than has been sold during the last two years, my estimate will have to be so much increased, and as much as my estimate of only 25 years is extended so much nearer will my figures approach Mr. Entee's. The actual result at the present moment is a loss of Rs. 19,570 to Government; i.e., for an expenditure of Rs. 19,570, they have provided the city of Surat with a complete survey, showing accurately the boundaries of all the houses in the city, defining all roads, waste plots, and public places, and at the same time giving the inhabitants a means for securing their titles and saving future litigation. If this had been the only advantage secured by this outlay, I should have looked upon the survey as a success; but this is not all the advantage gained. The Local Funds will have profited by a sum of Rs. 18,675; in addition to this the Municipality at the end of 25 years will show a balance in its favour of Rs. 51,368, all owing to the survey.

14. In addition to the items show above, the proceeds of the railway suburb and the Delhi-Gate road have not been set down. They, though not a direct consequence of the City Survey, were greatly assisted by it, and owe the prosperity of their funds to the action of the survey. The Delhi-Gate Road Fund shows a



total of Rs. 1,18,617-5-0 which has accrued to the Municipality already, while the Government have received 40,000 on account of the railway suburb in addition to rents at 2 pies per square yard.

15. Seeing that the Municipality have already, including the Delhi-Gate road receipts, *netted* Rs. 1,04,693 at the present moment, and at the end of 25 years will have netted a further sum of Rs. 70,500, I do not see that they have any claim to demand the refund of Rs. 8,242-9-6 asked for in Mr. Entee's 14th para.

16. It now remains to consider how the work of the survey and inquiry office is to be carried on in future, who is to take charge of the records, who to conduct the inquiries, alter the sanads, grant new ones, superintend the sale of land, &c.

17. Mr. Hope in his letter No. 1303, dated the 18th May 1873 (to be found at page 93 of the printed volume of Bombay Government Selections, No. 135, New Series), made proposals for the establishment to be kept upon the conclusions of the survey and inquiry in the city of Surat. Mr. Hope proposed that the general supervision of all Government lands in a surveyed city should be in the hands of the Assistant Collector.

18. This arrangement, though the best that can be made for kusba towns in talukas, will not do for Surat. The Assistant Collector as regards talukas is in full charge of his kusba town, and as Vice-President of the Municipality and as Assistant Collector in revenue charge of the Government lands in the town is well acquainted with all that is going on, and he has his own and the Mámlatdár's establishment at his disposal to do the work—the work being not too heavy to overtax their power of getting through it. In a city like Surat the Assistant Collector in charge of the district around the walls has very little to do with the town; he has usually one or two other talukas, the charge of which prevents him being as often in the city as would be necessary for prompt sale of land, &c. The Assistant in charge of Choryási, in which taluka Surat is situated, is sometimes in charge of Sachin, sometimes is Second Assistant Collector, and is always liable to have the charge of other districts temporarily entrusted to him.

19. The Huzur Deputy Collector would be the proper officer to put at the head of the management of the office. He is always in Surat, and is not so overworked that he cannot undertake these new duties now proposed.

20. The Mámlatdár of Choryási has already as much work as he can do, and should not have any more work than is absolutely necessary put upon him. He will have to carry out sales and



superintend the collection of all rents and other moneys, which will give him as much as he can be expected to do.

21. The Huzur Deputy should have under him a good Shires-tadar, or Record-keeper, on Rs. 30 per mensem, in order to look carefully after the valuable dufter which he will have to take care of, and to give extracts from maps, look up inquiry papers on petition and appeals that will be made, and keep an account of all sales made and leases given.

22. At present the establishment kept up, is that recommended by Mr. Hope, with the exception that the pay of the Assessment Daroga has been raised to Rs. 20. This establishment, however, is not strong enough.

23. The Daroga has sufficient to do in attending to the sales and leases, writing out all necessary documents, seeing that buildings are built according to plan and the terms of the lease, comparing the maps, and reporting on petitions, which require a visit to the ground. He has also to test the Assistant Daroga's work.

24. The Assistant Daroga does Taláti's work; he has to keep a pahani patruk, or register of all plots paying revenue to Government, and is supposed to visit them and all vacant spaces twice a year at least. It is impossible for one man to do this and other work as well. To do it thoroughly would require four men. But I think one extra man (with a knowledge of surveying) on the same pay as the present Assistant Daroga or Taláti might be kept on; if he is not enough, another hand might be added.

25. The extra hands that I consider absolutely necessary to be employed are—

One Record-keeper	...	...	Pay	Rs. 30
An extra Taláti	...	...	,,	,, 20

to be paid by the Municipality. As they have netted already over a lakh of rupees out of the land in the city, they cannot object to keep up the establishment necessary to secure their records and provide for future management of the system that has given them this increase, and will eventually give them as much again.

26. I may add that Mr. Hope has himself suggested the changes I have recommended (as regards Surat) from the rules sanctioned in Government Resolution of 13th June 1873. The Record-keeper is also his suggestion on a pay of Rs. 30. Government will have, therefore, less hesitation in acceding to them. The extra Taláti on Rs. 20 is my own proposition, but I am quite certain that it is necessary. The mass of arrears and slovenly-done work that I have had to deal with, coupled with a careful consideration of the work to be done, have convinced me.



27. To put the matter concisely, I have to ask the sanction of Government that

- (1.) The general supervision of all Government lands in Surat City shall rest with the Huzur Deputy Collector, subordinate to the Collector. He shall have such powers regarding sales of land as may from time to time be delegated to him by the Collector.
- (2.) The Huzur Deputy Collector shall also have charge of all the records of the City Survey, and all documents relating to the Inquiry Office, and be responsible for their safe custody.
- (3.) The Huzur Deputy, to assist him in carrying out these duties, shall be allowed one Kárkun on Rs. 30 per mensem, to be paid by the Municipality.
- (4.) In consideration of the enormous amount of inspection work required for so large a city as Surat, an extra Taláti shall be entertained on a salary of Rs. 20 per mensem, also to be paid by the Municipality.

28. I note that Mr. Hope in para. 5 of his letter No. 1825 of 1871, dated the 22nd August 1871, in forwarding the Inquiry Officer's report on the Bulsar City Survey and writing of the eventual profits of the survey, does not estimate the remotely contingent advantages at a very high rate, and, therefore, in some degree confirms the view I have taken of the safer way to calculate the actual financial results of a survey.

29. I have not, in estimating the profits of the survey to Government, calculated the value of the privilege that Government have of re-assessing the lands now leased for 99 years—the present market value of such a privilege being, as far as I can see, infinitesimal, and not bearing at all on the present question of profit and loss.

30. Mr. Entee has made certain recommendations regarding the City Survey Act and the Municipal Act; but as they do not come within the legitimate scope of this report, I do not notice them here, but shall make them the subject of a separate report.

31. In conclusion, I have to record that Mr. Entee has taken much trouble in closing the inquiry work and preparing the well-written report now sent. He is still engaged, in addition to his other work, in clearing off

*Vide Government Resolution No. 584 of 31st January 1873, para. 2*

appeals and reporting on petitions that are continually coming in, and which must entail a good deal of extra work.



32. Rao Saheb Harkisandas Jagjivandas, now Mámlatdár of Chikhli, has also been of great assistance in having finished off the survey portion of the work, and is deserving of commendation in having performed efficiently a work hitherto entrusted to officers drawing a higher rate of pay.

33. Mr. Beyts has suggested that Mr. Entee's report should go through the Survey Commissioner; but, as it has been so long delayed, I think it better to send it to you without further loss of time.

I have the honour to be,

Sir,

Your most obedient Servant,

W. R. PRATT,

Acting Collector.

## H.

*STATEMENT showing the comparative Financial Result of the City Survey Operations in the City of Surat at the close of the Survey.*

Department.	Actual Expenditure up to date (as per Statement E).	Annual Receipts up to date.		Estimated prospective Receipts.				Total actual and prospective Receipts.
		Receipts once for all up to date (as per Statement D).	Present Annual Rent (as per Statement D) capitalized at 25 years' purchase.	75,000 Square Yards of Land at 1 Rupee per Yard (to be let in perpetuity).	Value of Occupancy Right of 15,000 Square Yards of Land that can be presumed to be sold in next 25 years at the average rate of 600 Square Yards per annum at Re. 1 per Square Yard.	Total Annual Rent to be realized on account of the 15,000 Square Yards of Land shown in Column 6, during the next 25 years plus Rs. 156-4-0, derivable annually after 25 years capitalization at 25 years' purchase.	1/2 of Annual Rent of Rs. 31-1-0 (Statement E) 25 years' capitalization.	
1	2	3	4	5	6	7	8	9
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Government ...	71,570 10 0	10,351 8 9	41,648 4 11	23,437 8 0	.....	2,031 4 0 3,906 4 0	.....	81,374 13 8
Municipality ...	1,08,431 15 8	93,491 13 5	1,016 10 8	50,097 10 6	15,000 0 0	.....	194 2 3	1,59,800 4 10
Local Funds ...	.....	509 15 2	16,329 0 7	1,464 13 6	.....	371 1 6	...	18,674 14 9
Total...	1,80,002 9 8	1,04,353 5 4	58,994 0 2	75,000 0 0	15,000 0 0	6,308 9 6	194 2 3	2,59,850 1 3

Department.	Profit and Loss.		Delhi-Gate Road Land.		Railway Suburb Land.		Total Profit, including Receipts on account of Delhi-Gate and Railway Suburb Land.		
	Total eventual estimated Profit (Column 9 minus Column 2.)	Actual Loss at the present date (Column 2 minus Columns 3 and 4).	Receipts up to date.	Estimated Receipts of 4,000 Square Yards of Land at 1 Anna per Square Yard (Government Share, 2 Pies per Yard).	Receipts up to date.	Estimated Receipts of 7,232 Square Yards of Land at 1 Anna per Square Yard.	Profit at present date.	Eventual Profit.	Total Profit.
	10	11	12	13	14	15	16	17	18
	Rs. a. p.	Rs. a. a.	Rs. a.	Rs. a. p.	Rs. a.	Rs.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Government ...	9,804 3 8	195,70 12 4	....	1,041 10 8	40,870 13	11,300	21,300 0 8	41,716 10 8	63,016 11 4
Municipality ...	51,368 5 2	13,923 7 7	1,18,617 5	5,208 5 4	..	..	1,04,693 13 5	70,500 2 1	1,75,193 15 6
Local Funds ...	18,674 14 9	16,838 15 9	....	65 1 0	..	..	16,838 15 9	1,901 0 0	18,739 15 9
Total...	79,847 7 7	16,655 4 2	1,18,617 5	6,315 1 0	40,870 13	11,300	1,42,832 13 10	1,14,117 12 9	2,56,950 10 7

W. R. PRATT,  
Acting Collector.



No. 1063 of 1876.

To

L. R. ASHBURNER, Esq., C.S.I.,  
Revenue Commissioner, N. D.

*Surat Collector's Camp,  
Pardi, 5th May 1876.*

SIR,

I find I made a mistake in my final report on the City Survey, Surat, in saying that the Municipality had netted over one lakh of rupees from sales of land on the Delhi-Gate road. I append a copy of debit and credit account of that road as printed in the Municipal record of 1875. Seeing that Government and the Local Funds together have spent more money than the Municipality on the road, and seeing that Government have no benefit from the road, my argument that Government cannot be called upon to pay anything more to the expenses of the survey, is not affected.

I have the honour to be

Sir,

Your most obedient Servant,

W. R. PRATT,

Acting Collector.

# ACCOUNT of the Construction of the Delhi-Gate Road up to 31st March 1875.

	Rs.	a.	p.		Rs.	a.	p.
To compensation for houses and land ... ..	3,10,606	8	7	By sale of materials of houses purchased ... ..	49,346	0	0
Construction of the road—				Sale of land contiguous to the road ... ..	1,10,579	15	9
Paid to the Executive Engineer Rs.1,57,729 0 0				Rent of shops let temporarily ... ..	1,692	0	0
Paid by Municipality direct ... ..	3,376	0	0	Grant from old Local Balances substituted for Imperial grant withdrawn ... Rs. 50,000.0 0			
	1,61,105	0	0	Grant from Local Funds... ..	34,477	0	0
Loan from private parties raised on the reduction of the Government advance from two lakhs to one—					84,477	0	0
Interest... .. Rs. 17,088 0 0				Contribution by Municipality originally agreed on.	50,000	0	0
Brokerage ... .. „ 692 0 0				Deficit—			
	17,780	0	0	Paid by Municipality ... .. Rs. 96,698 4 5			
				Paid by Government ... .. „ 96,698 4 5			
Total Rs...	4,89,491	8	7		1,93,396	8	10
				Total Rs...	4,89,491	8	7

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N.B.—Sales during the year—

	Rs.	a.	p.
Government half share ... ..	10	13	5
Municipal half share ... ..	10	13	6
Total Rs...	21	10	11

E. E.

(True Copy.)  
W. R. PRATT, Acting Collector.

(Signed) PANDURANG BALKRISHNAJI,  
Secretary, S. M. C.



## MEMORANDUM.

Simla, 5th June 1876.

1. I am greatly indebted to Mr. Ashburner for his courtesy in forwarding to me, demi-officially, for any remarks I might wish to make, Mr. Entee's Report on the completion of the Surat City Survey, with the Acting Collector's (Mr. Pratt's) covering letters Nos. 859 and 1063, of the 7th ultimo and the 5th instant. My origination of city surveys thirteen years ago, and my intimate connection with their prosecution since, will, I trust, justify my now commenting at some length.

I.—HISTORY OF THE SURAT SURVEY.

2. In October 1863 the Revenue Commissioner (Mr., now Sir B. H., Ellis), with the approval of Government, ordered a survey of the city of Surat similar to that which had just been sanctioned, on my recommendation, for the city of Ahmedabad. Owing to various causes, including the death of the survey officer first appointed, work was not commenced till two years later. I became Collector of Surat in November 1866 (on my return from a three-years' furlough), and found that, owing to there being only one survey officer for four cities—Ahmedabad, Surat, Broach, and Bulsar—and no sufficient subordinate establishment, but little progress had been made in any of them. The Municipalities also were all in arms—in Ahmedabad because the cost of the Choti Daskrohi Survey was an insufficient contribution by Government, and in the other towns because Government was actually paying nothing at all in return for all it was to gain, and merely promised to do so in the end.

3. A complete re-organization was indispensable, and I took up the matter in communication with Sir B. H. Ellis and Mr. Rogers (then Member of Council and Revenue Commissioner) and the Superintendent of Survey. The position and rights of Government and the Municipalities and the "inquiry" procedure, the object of which is to ascertain and record correctly the "obligations, rights, interests, and privileges of persons and classes owning or occupying land," were defined by rules which were sanctioned by Government in February 1867 (*vide* Selection,\* pages 48 to 57). A revision of the establishments and apportionment of their cost was also recommended by the Superintendent of Survey (Mr.

\* The book here referred to is the green book on City Surveys, Selection from the Records of Government, No. CXXXV., New Series. In this letter it will in future be indicated by the letter S.



Beyts) and myself in a joint report, and sanctioned by Government in November 1867. This apportionment was on the principle of Government paying or providing all superior officers with a certain fixed contribution to their personal establishment, and the Municipalities paying all the remaining charges. It was, however, only provisional, subject to a final adjustment of account on completion of the survey with the view of securing to each party "a return in proportion to its outlay." (S., pages 54, 58, and 98).

4. The inquiry work commenced in the latter half of 1867, and it soon became apparent (1) that it would be harsh to impose summary settlement under Bombay Acts II. and VII. of 1863 upon city lands not used for cultivation; (2) that a term of 30 years was not long enough to guarantee fixity of assessment in the case of lands to be used for building purposes; (3) that resumption of encroachments on public roadways must be authorized under certain circumstances; (4) that unoccupied land, not the property of any person, must be vested by law in Government; (5) that surveyors must be specifically authorized to enter houses under proper restrictions; and (6) that persons summoned to attend and produce evidence or give information as to the tenure and limits of their property must be legally bound to do so. A Bill to secure these objects was, at my suggestion, introduced into the Local Legislative Council by Sir B. H. Ellis, and eventually became law, as Bombay Act IV. of 1868. The objects of the Bill being mostly misunderstood, it raised much popular opposition from certain quarters, and suffered a good deal both in form and substance in the select committee, the most material alteration being a reduction from 20 to 5 years of the period required to give a prescriptive title against the Crown (S., pages 143 to 161). It is worthy of remark that not one of the points in the Act, which were most attacked by the opposition, has since caused any discontent, but that administrative difficulty (to be noticed hereafter) has arisen solely from the adoption, by the Civil Courts, of interpretations of certain phrases which are ingenious and plausible, but admittedly contrary to the known intentions of all parties in the Legislature.

5. In 1872, during my absence from Surat, the survey received a check, Government having been led, by some mistaken statistics which were placed before it, to suspend the operations of the Government officers, and to propose that the Municipality should complete the work itself in return for certain concessions to be made to it. On my return I showed that the statistics were erroneous, and that the terms offered to the Municipality were unnecessarily favourable to it; so Government sanctioned, in January 1873, a return to the *status quo* (S., pages 83 to 92). About a year elapsed, however, before the establishments were



again in full working order, and the check caused extra expense in various ways, but for which the account up to date would undoubtedly have shown a cash surplus.

6. The operations were completed in October last, and all special establishments broken up. Mr. Entee, who was the last remaining inquiry officer, then submitted the final report now under consideration, and has since continued in general charge, in addition to his ordinary duties as a District Deputy Collector, to answer the references and wind up the petty odds and ends which necessarily survive so large an undertaking.

## II.—NATURE OF WORK DONE.

7. The area embraced in the survey is 9,763,699 square yards, which is equivalent to 2,017 acres, or rather above 3 square miles. Nearly one-third of this is public property, of which Government official sites occupy 212,453 square yards, and the Government vacant land available for sale or lease is 448,505 square yards. Of the remaining 6,753,292 square yards, nearly one-third is subject to the payment of summary settlement cess; so that the lands subject to Government rights of one sort or another, which have been defined and to a great extent brought to light by the survey, comprise above half the entire area (5,054,859 square yards). Above one-half of the whole city consists of building sites.\*

\* The following tallies may be useful :—

*Figures in paragraph 7 of my Memorandum.—These are taken from Mr. Entee's Appendix A.*

	Sq. yds.
Column 9, Government buildings...	1,38,933
„ 10, Railway buildings	78,520
I.—Total Government official sites	2,12,453
Unoccupied ground fit for sale, Column 3	4,32,707
Culturable waste, Column 7	15,798
II.—Total Government vacant land for sale or lease	4,48,505
Land given on 99 years' lease, Column 4...	75,318
Lands paying rent to Government, Column 5	15,361
Kachas of Government cultivators, Column 6	3,665
Ground set apart for public convenience or re-creation, Column 8	22,55,105
III.—Total occupied or assigned Government land	23,49,449
	30,10,407

8. The survey has been made on a scale of  $16\frac{1}{2}$  feet to one inch, and drawn upon 125 sheets. These have been photozincographed at Poona on the half scale of 33 feet to one inch, and printed off in sufficient numbers to supply the Government offices and record-rooms at Surat, Bombay, and elsewhere, and in some instances to sell single sheets to land and house-owners. The scale is sufficient to show distinctly every house, compound, and boundary, and each property bears a distinct colour showing whether it is Government, municipal, private, assessed, or private rent-free property. Each sheet is accompanied by a register page showing the number and area of every house or holding in it, the tenure as ascertained by the inquiry officer, the name of the

IV.—Total public property, about $\frac{1}{3}$ rd of the whole...	...	30,10,407
Public property as above	...	30,10,407
Private property paying summary settlement, Column 2	...	20,44,452
V.—Total over which Government have rights of sorts, or above $\frac{1}{2}$ area	...	50,54,859
Building sites, Column 1	...	47,08,840
Government official sites, as above	...	2,12,453
Given on building leases, Column 4...	...	75,318
VI.—Total building sites, above one-half the city	...	49,96,611
Total area of city	...	97,63,699
Deduct public property as above	...	30,10,407
Balance—private property	...	67,53,292 $\div 3 = 22,51,097$ ,

or little more than the area paying summary settlement.

Figures in paragraph 16 :—

*Receipts.*

Rs. 10,862 = Column 2 + Column 4 of Mr. Entee's Appendix D.	
„ 57,977 = Column 1 + Column 3 + Column 5 of Appendix D $\times 25$ .	
„ 66,406 = per Column 17 of Appendix B, two lakh yards at 2 pies $\times 30$ =Rs. 62,500 + Rs. 3,906 Local Fund.	
„ 64,395 = Column 21 + Column 23, Appendix B $\times 25$ .	
„ 93,492 = Column 13 of Appendix D.	
„ 1,017 = Column 14 of Appendix $\times 25$ .	
„ 1,45,800 = Column 18 Appendix B	1,00,000
Deduct as above	66,406
	Balance...
Add Column 20, Appendix B	33,594
	1,12,216
	1,45,810

Rs. 776 = Column 22, Appendix B  $\times 25$ .

*Charges.*

Rs. 17,136 = Appendix E, Column 13.	
„ 54,434 = do.	7.
„ 12,502 = do.	14.
„ 95,930 = do.	8.



holder, and the nature of sanad issued to him. As the sheets all measure 3 feet by 4, and the pages half that size, the two bind up into an atlas 2 feet by 3, or of not inconvenient dimensions. The permanent records deposited at Surat in the Collector's office consist of the original maps, the field-books of the survey, the decision books of the inquiry officers, the registers containing duplicates of the particulars of every sanad issued, and the evidence taken, correspondence, and decision in full in every disputed or important case. I must not leave this branch of my subject without acknowledging the hearty support I have from first to last received from the Superintendents of Survey, Colonel Prescott and Mr. Beyts, as also the industry of Rao Saheb Harkisandas, the survey officer, during the last two years.

9. The "inquiry" work is an essential part of any survey in the Bombay Presidency, and its object is, as stated in Bombay Act I. of 1865, "to ascertain and settle the obligations, and to record the rights, interests, and privileges of persons and classes occupying land." To facilitate this inquiry, "every owner or occupant" may by law be required to point out the boundaries of his holding, and "to produce for inspection all sanads, káuls, leases, and all other title-deeds and documents whatever relating to his land." In agricultural districts the long-established boundaries of fields, the village records, and the testimony of the Patel and the assembled villagers, render the inquiry work simple and easily performable by the surveying officer. But in cities, on the one hand, there is no old map or trustworthy record, and no Patel and village council to refer to; and on the other, boundaries are often intricate or undistinguishable, tenures are sometimes curiously mixed, a yard of ground is fiercely disputed about, chances of error and fraud are great, and decisions often turn on ancient title-deeds and measurements. Inquiry work in cities, consequently, becomes a distinct branch from measurement, requires officers with a certain judicial training, and is usually entrusted to Assistant or Deputy Collectors, subject to the Collector's appellate and revising jurisdiction. The survey officer submits his map to the inquiry officer, who, after summoning the party or parties concerned, passes a decision on every holding as to the limits, tenure, and occupant's name, and returns it to the survey officer for correction if necessary, and for preparation of sanads. The latter are in one of the prescribed forms (S., pages 69 to 73), and each contains a facsimile of the holding as drawn in the map, together with all particulars required by the Registration Act. The sanad, when ready, is signed by the survey officer and the Collector, verified by the inquiry officer, and issued by him to the holder on payment of a fee, which rarely exceeds 2 rupees.

10. The Surat inquiries, carried through by the ten officers whom Mr. Entee enumerates, resulted in 47,137 separate decisions and the issue of 26,404 sanads. The appeals were 491, or only one per cent. on the decisions, notwithstanding that full encouragement was given to appellants by the modification or reversal of fully two-fifths of the decisions appealed against. Mr. Entee has not mentioned the civil suits; but I have ascertained that 19 were filed, of which 5 are now pending, 8 have gone in favour of Government, 2 were withdrawn by the plaintiffs, and 1 was compromised by Government. The remaining 3, two of which were gained and one lost in the District Court, were compromised in the High Court by order of Government, who believed that the interpretation of the Survey Act on which they turned could not be maintained in a Court of law, though it was in accordance with the intention of Government when the Act was passed, and, therefore, properly adopted by the local officers (*vide* Government Resolution No. 3205 of June 7th, 1875). Thus, in only 1 out of 14 cases can the inquiry officers be said to have been wrong. The popular appreciation of the survey is further attested by the fact that the sanad fees are not in arrears, and that the three cases above referred to, which were raised by a small knot of persons, had no effect in checking the inquiry or the applications for sanads. It is fair that I should add that these results, which I venture to think most satisfactory, could not have been attained but for the readiness with which all the inquiry officers adopted the policy of moderation and liberality which I invariably inculcated upon them, and the tact, temper, and ability with which they carried it into practice. To Mr. Carey in particular much credit is due for having given an excellent tone to the department at an early stage of its operations; and to Messrs. Oomedram, Pandit, and Entee, for the vigour with which they overcame the mass of tedious and intricate work which stood in their way towards the close.

11. I may in this place notice the difficulties which the wording of Bombay Act IV., 1868, has admitted. Of the two important points which were raised in the civil suits above referred to, one—the applicability of Regulation XVII. of 1827 to city lands—has been settled by Act X. of 1876. The other, relating to the payment of a fee for measurement and the insertion of *all* incidents of tenure in the sanads (*vide* para. 17 of my No. 1925 of August 17th, 1874), will, I trust, be satisfactorily settled in the Land Revenue Code. A third difficulty, referred to in Mr. Entee's 7th paragraph, has been created by the High Court (Reports, Vol. XI., page 231), which interprets Section 15 of Bombay Act IV., 1868, as requiring the survey officer to specify the documents



he wishes produced, which is, of course, impossible. It is well known, and on record, that Section 15 was intended to enforce Section 14 of Bombay Act I., 1865, which covers, without specifying, whatever documents the party may possess, and any other interpretation renders the section useless. I trust that Section 260 of the Land Revenue Code will be adapted to meet this difficulty. The doubt raised by Mr. Entee in para. 19 is caused by the clerical error, in the Municipal Act, of a comma after "streets." The "spaces" meant are only public spaces, and power to define these is given to the Collector by para. 62 of the Surat Municipal Rules; so no difficulty need occur *there*. But the error should be corrected.

### III.—FINANCIAL RESULTS.

12. I am, of course, not able here to subject the figures of Mr. Entee to minute scrutiny; but as they have, no doubt, been tested by Mr. Pratt, and, as I have detained the papers till now in order to obtain certain explanations, I trust that there may be no material error in the following observations.

13. The financial position and prospects of the survey were last reviewed in 1872-73, and my revised estimate of possible eventual results, which was accepted in Government Resolution No. 584 of January 31st, 1873 (S., page 91),

	Receipts.	Charges.	Profit.
	Rs.	Rs.	Rs.
Government ... ..	1,03,609	48,187	55,422
Municipality ... ..	1,56,084	96,661	59,423
Total...	2,59,693	1,44,848	1,14,845

was as shown in the margin. The figures now submitted by Mr. Entee are considerably larger. I give them marginally,

and will explain what appear to be the causes of the discrepancy.

14. *Under receipts* the chief cause of increase is, that Mr. Entee has estimated the whole of the vacant and unclaimed lands as saleable at 8 annas per yard, whereas I only estimated (S., page 89) for one-fourth of them at that rate. Mr. Entee represents that, as the inquiry is now concluded, and no claims are coming

in, it is safe to do this, though it was not so in 1872-73, and there is much force in the argument. As the figures are understood to be only an estimate, and much more than 8 annas a yard is frequently realized, and as, moreover, any summary reduction of either area or rate would only be an estimate too, I think they may stand. Another, but minor, cause of increase is, that certain Local Fund items were accidentally omitted from my statement. A third cause is, that Mr. Entee has included Rs. 11,150 for the income accruing before the survey, on the ground that the land has been measured and mapped. On the whole I agree with Mr. Pratt that this should be struck out.

15. *Under charges* the increase is Rs. 23,383 debited to Government, and Rs. 11,770

	Rs.
Inquiry officers ...	8,255
Do. establishment ...	3,600
Survey do. ...	6,770
Do. officer ...	5,596
Photozincographing maps ...	5,000
Winding up ...	1,500
Collector's Surveyor ...	4,432
Total ...	<u>35,153</u>

Government, and Rs. 11,770 to the Municipality. The items are given marginally. The first three are caused by the survey and inquiry having lasted longer than I calculated, in consequence of the three officers not being appointed till several months after the date of my report.

The fourth item arises from the Superintendent of Survey having very properly decided that he could not dispense with a superior survey officer, as he at one time hoped to have done. The fifth and sixth items were unforeseen, but indispensable. The last item is the pay of the Collector's Surveyor, now for the first time debited to the survey, as the Surveyor was by no means exclusively employed on the City Survey, but merely helped in various ways when he was not required for his regular work; and, as the debit is a mere paper one, Government being bound to pay the man even if the survey had not existed, I think this item should be struck out. The entire amount will thus show every rupee which has been actually expended by Government on account of the survey.

16. Revising Mr. Entee's figures by striking out the two items of receipt and charge above referred to, I have tabulated them below in the form adopted in my Report No. 2946 of December 31st, 1872 (S., page 83), which seems the most convenient for ready exposition of the general results :—



Receipts.	Cash.	Rents capital-ized.	Total.	Charges.	Inquiry.	Survey.	Total.
	Rs.	Rs.	Rs.		Rs.	Rs.	Rs.
<i>Government.</i>				<i>Government.</i>			
Past .. ..	10,862	57,977	68,839	Past .. ..	17,136	48,503	65,639
Future .. ..	66,406	64,395	1,30,801	Future .. ..	..	1,500	1,500
Total..	77,268	1,22,372	1,99,640	Total..	17,136	50,003	67,139
<i>Municipality.</i>				<i>Municipality.</i>			
Past .. ..	93,492	1,017	94,509	Past .. ..	12,502	91,880	1,04,382
Future .. ..	1,45,810	776	1,46,586	Future .. ..	..	4,050	4,050
Total..	2,39,302	1,793	2,41,095	Total..	12,502	95,930	1,08,432
Grand Total..	3,16,570	1,24,165	4,40,735	Grand Total..	29,638	1,45,933	1,75,571

In putting forward these figures it should be distinctly understood that I do so because, if we are to look forward at all (as we must), we can only do so upon the basis of the land which we know to exist, and of a moderate estimate, derived from past prices, of what it may yield. I have never wished to exaggerate the future returns of a City Survey, and would now repeat regarding Surat what I said of Bulsar (S., page 6), that the realization of the sums given can only take place at some future time which it is impossible to define, and depends greatly on the local officers taking a considerable interest in sales for a long while to come. Many of the spare scraps of land may never be sold at all. But, on the other hand, it is fair to remember that the estimate is so moderate that, if only half the land were sold, at about half the price which past sales have actually realized, the whole sum given above would be recovered.

17. It must further be borne in mind that the above calculations are irrespective of the reversionary rights which will accrue to Government at the end of 99 years. These rights comprise not only re-assessment, as Mr. Pratt supposes, but also premium for continuation of occupancy, as explained in my No. 2946 of December 31st, 1872 (S., pages 87-88). The market value of these rights cannot, it is true, be now estimated in money, but I am unable to agree with Mr. Pratt that it is infinitesimal, and to be ignored. It is well known that a project for building mansions on the large open gardens facing part of Curzon Street, May Fair, has been for some years in abeyance through failure to come to terms for the freehold with the owner of the reversion of the 999 years' lease, on which the estate is held, by whom a large sum

has already been refused. And in Surat itself, as land which we have sold in perpetuity has usually fetched from 20 to 25 per cent. more than land on 99 years' lease, the difference is, of course, the present value of the reversion. In the Island of Bombay, too, Government have, of late years, had numerous illustrations, both of what they have gained by the 99 years' leases granted at one period in the last century and of what they have lost by the unfortunate abandonment of the system at another. Though the ultimate value of these rights cannot be definitely estimated, some idea of it may be formed from the consideration that, since the occupancy alone, at the present ground rent, of land on 99 years' lease has already produced in Surat Rs. 1,47,239 (including the Delhi-Gate road and Station Suburb), that some will again be procurable 99 years hence even on the improbable suppositions—(a) that the value of land remains stationary, (b) that Government does not then enhance the rent, (c) that no more land is let on lease from this day to that. Under these circumstances I think that my statement in the letter above quoted, that the reversion would probably be worth "several lakhs of rupees," was no exaggeration. Finally, Government have already decided, in the Resolution No. 584 of January 31st, 1873, that these reversionary rights "may fairly be taken into the calculation."

18. While assigning what seems to me a reasonable weight to anticipations for the future, I quite agree with Mr. Pratt as to the necessity of looking at the case on the basis of actual receipts and expenditure up to the present date, and I acted on that view in reporting on the surveys of both Bulsar and Rander (S., pages 5 and 35). If we extract from the statement, which I have given above, in paragraph 16, the past receipts only, and the whole expenditure, including that now immediately to be incurred in wind-

	Receipts.	Charges.	Difference.
	Rs.	Rs.	Rs.
Government ...	68,839	67,139	+1,700
Municipality ...	94,509	1,08,432	—13,923
Total...	1,63,348	1,75,571	—12,223

ing up the survey, the actual cash position will be seen to be as per margin. The Government are Rs. 1,700 to the good, the Municipality Rs. 13,923

to the bad, and the net deficit on the whole account is at present Rs. 12,223.

19. It will be seen that, as regards the Municipality, my figures are the same as Mr. Pratt's, but that as regards Government I show a gain of Rs. 1,700, while he shows a loss of Rs. 19,571 in his paragraph 5. I have excluded income before the survey



as he does, and the causes of difference between us are—(1) my correction regarding the Surveyor (*supra*, para. 15), and (2) that I count as gain to Government the Rs. 16,839 accruing to the Local Funds (see columns 3 and 4 of his Statement **H**), whereas he ignores the item altogether. If the term “Government” be used in its strictly limited sense, he is perfectly right in not counting this item as gain to *it*; but, then, it must obviously be separately considered as gain accruing to the Local Funds, and cannot be ignored. It has been hitherto the custom in all City Survey correspondence to use the term “Government,” including Local Funds, as opposed to the term “Municipality.” If, however, it be desired to separate the two, then the accurate mode of statement will be, that Government has for an expenditure of Rs. 67,139; secured for itself alone a return of Rs. 52,000, thus losing Rs. 15,139 but that a gain of Rs. 16,839, secured by this expenditure to the Local Funds, and for which they have as yet paid nothing, converts the loss of Rs. 15,139 into a gain, on the whole transaction, of Rs. 1,700. And, further, this result to Government and the Local Funds together, is what *must* be used for any comparisons affecting the Municipality.

20. Mr. Pratt proceeds (paras. 14 and 15) to improve the aspect of the account by giving the City Survey the principal credit for the Rs. 1,18,617 and Rs. 40,000, which have already been received from sales of occupancy on the Delhi-Gate road and in the Railway Suburb respectively. He was probably not aware that this question had been considered on more than one occasion, and that it had been decided—*vide* para. 10 of my No. 2946, and para. 2 of Government Resolution No. 584 (S., pages 86 and 91,—that the survey could not fairly take any credit for these capital sums, but only for the annual income and the reversionary rights. As regards the Delhi-Gate road, he has already discovered and written (No. 1063 of 5th instant) to correct his misapprehension that the Municipality have “netted” the above large sum. So far from that, Government are aware that, after absorbing the whole of the receipts, the road account showed a deficit of nearly two lakhs of rupees, which, after a long correspondence with the Government of India (printed in the “Municipal Record” for 1872 and 1873,) was equally divided between Government and the Municipality, by whom the proceeds of future sales of occupancy are to be equally shared. And as regards the station suburb, Mr. Pratt has overlooked that there is a heavy set-off to the Rs. 40,000 which Government have received for occupancies, consisting of the compensation paid for taking up the land under Act VI. of 1857 in the first instance, and the outlay in making roads round and cross it.



21. The next question for consideration is the important one, of whether the Municipality has paid more than its fair share of the expenditure, and its entitled to any refund. If such excess payment has taken place, there can be no question of its right to refund, for a final adjustment of account was contemplated in the original scheme of 1863, provided for in No. 15 of the rules of assessment of 1867, and again recognized in Government Resolution No. 4700 of August 18th, 1873 (S., pages 54 and 98).

22. Mr. Entee suggests (para. 14) that the Municipality should have a refund of Rs. 8,242. This is the sum which had been paid by the Municipality (*vide* column 2 of Statement **E**) for *superior* survey officers before the settlement of 1867, by which it was arranged that such charges should be paid by Government, and is recommended for refund on the ground of that settlement. But I do not think that this is a sufficient reason for refund, because that settlement was only provisional, pending the final settlement for which the time has now arrived.

23. Mr. Pratt considers that the Municipality have no claim to any refund at all. His first reason for this (para. 15) was that they had "netted" such a large sum from the Delhi-Gate road. On admitting (No. 1063) his misapprehension in this respect he advances a second reason, that the Government and the Local Funds together have spent more money on the road than the Municipality, and that the Government "have no benefit from the road." But it is also a mistake to suppose that the Government have no benefit from the road. They have the annual rent of all their land on it, the reversionary right after 99 years on that land, and also one-half of the future sale proceeds of occupancies as explained above, and the Local Funds get an income from the whole road lots. The fact is, however, that this construction account of the Delhi-Gate road has no connection whatever with the City Survey. The contributions and liabilities of Government, the Local Funds, and the Municipality for the road were fully discussed and finally settled in the correspondence to which I have above referred, and any re-opening of the question is to be deprecated.

24. The claim of the Municipality to a refund can only be dealt with under the contract between it and Government; that is, to use the words of Government Resolution No. 4700 of August 18th, 1873, "in accordance with the originally-adopted principle that each should receive a return in proportion to its outlay," and it is evident that, *as far as the Municipality are concerned*, the word "Government" must be held to include Local Funds, and that any liability of the Local Funds to the Government proper must be subsequently and separately considered. Proceeding upon this



principle it is clear that, since a total expenditure of Rs. 1,75,571 has produced present receipts to Government of Rs. 68,839 and to the Municipality of Rs. 94,508, their shares in that expenditure are, by simple proportion, Rs. 73,991 and Rs. 1,01,580 respectively. In other words, the actual Municipal expenditure of Rs. 1,08,432 has been Rs. 6,852 too much, and the actual Government expenditure of Rs. 67,139 has been too little to the same extent. The above figures are those of present actual receipts taken from paragraph 16. If, however, we were to substitute the present and estimated future receipts from the same paragraph, namely, Rs. 1,99,640 to Government and Rs. 2,41,095 to the Municipality, the proportionate shares of charge would be Rs. 79,528 and Rs. 96,042 respectively, and the Municipality would appear entitled to a refund of Rs. 12,390 instead of only Rs. 6,852.

25. Under these circumstances it seems to me impossible to do less than refund to the Municipality the smaller sum of Rs. 6,852. But as the term "Government, as used above, includes the Local Funds, it still remains for consideration whether the Government, in the limited sense of the word, or the Local Funds should bear the cost of the refund. Since the present "Government" receipts comprise (*supra*, para. 19) Rs. 16,839 accruing to the Local Funds, the share of the latter in the "Government" expenditure of Rs. 73,991 would, by simple proportion, be Rs. 18,099. But it would not be just to charge the Local Funds to this extent, because the total expenditure has created maps and other records which will not belong to them, and has secured to the people at large various general advantages which they were not bound to provide. Still, in consideration of the income they have already received, and the increase to it which every future sale and lease will bring to them, it is quite fair that they should pay something; and I would suggest the Rs. 6,852, shown above to be due to the Municipality, should be their contribution. If I were now in office as President of the Local Funds Committee, I should accept the debit as moderate and reasonable.

26. Should this suggestion be adopted, the present financial result of the survey will be this—Government (including Local Funds) will have received an income worth Rs. 68,839 (besides the reversionary rights) in return for an expenditure of Rs. 73,991; the Municipality will have received an income worth Rs. 94,509 in return for an expenditure of Rs. 1,01,580; and the Government and Municipal shares in the total deficit of Rs. 12,223 will be Rs. 5,152 and Rs. 7,071 respectively. Considering the reversionary rights which are not estimated for, and the general results enumerated below (para. 27), I think it may fairly be said that the survey has more than paid itself at the present date. I may add

that, even at the low rate of sales for which Mr. Pratt estimates, the deficit will be covered within three years, and that, but for the check mentioned in paragraph 5, there would have been no deficit at all.

#### IV.—GENERAL RESULTS.

27. The results of the survey to Government are, that Government has for the first time become acquainted with the nature and extent of its rights in the city, whether directly its own or held on behalf of the public, and has obtained as its own property a survey atlas and record probably unprecedented in completeness and usefulness. It has secured a large annual revenue, together with the means of greatly increasing that revenue in future, and a valuable reversion after 99 years. It has got data and facilities for stopping encroachments on its rights which it never had before, and has enlisted the Municipality on its side for the protection of the latter. It has conferred upon the people at large similar knowledge of their rights and liabilities, with title-deeds setting them forth which must save them, on the one hand, from petty municipal or police annoyances, and on the other from much litigation among themselves. In hundreds of cases it has converted undefined and doubtful private rights into tangible and marketable property, and Government has reaped or bestowed these advantages at a cost which is already pretty nearly equalled by the receipts, or which falls far short of them if the expense of the Trigonometrical Survey *saved*, be taken into account.

28. The Local Funds have gained a considerable income, with prospect of more, at a cost of about two-fifths of receipts already gained (if my proposal be adopted).

29. The Municipality has, perhaps, profited less, on the whole, than either of the other two, for it has shared expenses equally, though not bound to pay for the general advantages bestowed on the public, and its future efforts to prevent encroachments on the public streets and spaces will protect the Government rights as much as its own. The maps will, however, facilitate greatly its operations of all kinds, and it cannot be said to have been unduly put upon.

#### V.—FUTURE MANAGEMENT.

30. Regarding establishment, Mr. Pratt was so good as to consult me demi-officially, and has adopted my suggestion that the general supervision of the Surat City lands and the custody of the survey records should be vested in the Huzur Deputy Collector, aided by a trustworthy Record-keeper. I can well believe



that, now that there are no less than 3,400 Government "numbers" or plots of land, from a large part of which rents have to be collected, and all of which have to be watched to prevent encroachment, an extra "Taláti" or Assistant Daroga is indispensable. As the Huzur Deputy Collector's Record-keeper will have to give extracts from maps, and to draw all the plots into the leases and deeds of sale issued from time to time, he must be a draftsman *inter alia*, and Rs. 30 per mensem is the least he can be got for. The Taláti must know measuring, and will have to give security, besides living in an expensive town; so Rs. 20 is not too much for him.

31. The present establishment (S., page 95), with these additions, would						
					Rs.	
1 Deputy's Record-keeper ...	...	...	...	...	30	stand as per margin.
1 Mámlatdár's Daroga ...	...	...	...	...	40	The Daroga would primarily
2 do. Assistants at Rs. 20 ...	...	...	...	...	40	attend to the
Havildar ...	...	...	...	...	7	land sales, report
Contingencies ...	...	...	...	...	5	on references
Total per mensem...					122	made by the Col-

lector to the Mámlatdár, see that the terms of the leases and deeds are not infringed, and supervise his assistants. The latter would collect the rents, watch for encroachments, keep the village papers, and do the Daroga's *barnishi* or registering when required. I think this establishment will be ample, provided due care be taken to check useless writing and inter-correspondence in one office, and not to allow decisions to be questioned, sanads corrected, and claims re-opened after the period of appeal, under Section 14 of Bombay Act IV., 1868, has been all exceeded.

32. I am, however, unable to concur in Mr. Pratt's recommendation (para. 25) that the whole of the new charge of Rs. 50 per mensem should be thrown on the Municipality. He has himself corrected his misapprehension regarding the lakh of rupees netted by the Municipality, and the records do not belong to them as he supposes, but to Government, which by the "Rules of Assessment" has given them *nothing* except the cash proceeds of occupancies. I also cannot but suppose that he has overlooked the fact that the Municipality already contribute Rs. 50-8-0 out of Rs. 72, or above two-thirds of the existing charge. The cause of this is that at the time of my recommendation of it (S., page 93) the Government annual rents at Surat were in embryo. But now the Government interest is at least equal, all things considered, to that of the Municipality, and it ought to contribute full half of the total charge, as already does at Bulsar and Ránder. I would, therefore, recommend that the municipal contribution be raised to

Rs. 60, or Rs. 720 per annum, and that the Government of India be requested to sanction the remaining increase of Rs. 40-8-0, which will make the Government contribution up to Rs. 62. It should not be forgotten that, as a set-off against this, Government will receive the fees for extracts from the records under Section 13 of Bombay Act IV., 1868, and also the percentage for collection of the Local Funds in the city which is included in the lump transfer made annually to Imperial revenue for expenses in collecting the Local Funds. The whole establishment will, of course, be Government servants as at present.

33. As to the probable rate at which sales will take place in future, it appears to me impossible to make definite calculations, because results in a great measure depend upon the interest taken in the matter, and the supervision exercised. But the last two years are not a very good criterion, considering the numerous changes in the office of Collector, and I think that under proper arrangements their average might be considerably exceeded. One important point is for the Collector to fix, as far as possible, prices at which any land in certain streets or quarters may be had, so as to avoid references and haggling, and to fix them *very* moderately. I would also allow the Darogas a percentage of, say, 5 per cent. on all sales effected through their means, dividing rateably between the three, quarterly, the total amount, in order to prevent squabbles between them. A percentage has for some years been given to two private "dallals," who have in consequence greatly stimulated sales, and the Darogas would certainly work harder if they had the same inducement. Considering that the land for sale and lease in Surat, Bulsar, and Ránder alone is valued at four lakhs of rupees, it is well worth special effort and supervision. In order to secure early realization of, at least, a good portion, I would suggest that progress returns to sales should be sent monthly by the Assistants and Huzur Deputy to the Collector, and quarterly by the Collector to the Revenue Commissioner. The latter would notice the subject in his annual report.

#### CONCLUSION.

34. Surat is the fourth city of which the survey has been completed. Although the cash receipts at the date of final report were slightly below the charges, instead of being rather above, as in the case of Ránder, or largely in excess, as in those of Bulsar and Broach, I trust that Government will deem the result no less satisfactory, considering the magnitude of the operations, the difficulties and checks which have been encountered, and the fact that Surat has been the school in which the system has been matured and the experience (sometimes costly) has been gained, which has benefited the other cities. Colonel Prescott's remarks about Rán-



der (S., page 39) are evidence of this, and there can be no doubt that any cities undertaken hereafter could be surveyed far more rapidly and cheaply than Surat has been.

35. I must not conclude without expressing my acknowledgments for the manner in which Mr. Pratt has treated the subject. It is not always that successors take so just and appreciative a view of the work of those who have gone before them. If on some few points my opinions are at variance with those he has expressed, the cause will mostly be found in my knowledge of circumstances or discussions which have not come to his notice, and I cannot but believe that they will eventually obtain his concurrence.

T. C. HOPE,

Additional Member of the Council of the Governor-General.

No. 1022 OF 1876.

Poona, 6th July 1876.

In returning this correspondence relative to the final report of the Surat City Survey, I wish to make a few remarks upon one or two points.

2. The Inquiry Officer (Mr. Entee), the Acting Collector, and Mr. Hope all differ in their estimates of the financial results of the survey. There is no doubt Mr. Entee takes an exaggerated view of the case, and I notice that he has fallen into the same mistake as Mr. Waite did in the case of the Broach City Survey in including the revenue before survey as one of the items of gain resulting from that measure. The Acting Collector and Mr. Hope are both agreed that this item of Rs. 11,150 should be struck out of the receipt side of the account. But, without going into the details of the difference in the several estimates, I would refer to para. 18 of Mr. Hope's Report, wherein I think the case is fairly stated by him.

Para. 3 of Acting Collector's Report; para. 14 of Mr. Hope's Report.

3. Referring to the figures therein given, we find that, on comparing receipts with charges, there is a gain of Rs. 1,700 to Government and a loss of Rs. 13,923 to the Municipality, the net deficit on the whole account, as at present made up, being Rs. 12,223. But in this statement no account is taken of the future gain from the sale of waste lands and from the reversionary interest in the lands let on 99 years' leases.

4. The conflicting statements made by the several officers as to the future revenue realizable from these sources, shows that it is impossible to frame any reliable estimate as to what it may be expected to amount to ; at the same time I am of opinion that a considerable gain will eventually accrue to the State and to the Municipality from their interests in this property.

5. I think Mr. Hope has clearly shown that by a proper apportionment of expenditure to receipts the Municipality is entitled to a refund of Rs. 6,852 ; and he gives good reasons for this charge being borne by the Local Funds.

6. In conclusion, I would observe that, although the actual gain at present from the survey is inconsiderable, the general results which, in my opinion, are in no way exaggerated by Mr. Hope in the statement made in his 27th para., are highly satisfactory, and show a good return for the outlay on this important work.

J. T. FRANCIS, Colonel,  
Survey and Settlement Commissioner, N. D.

To

THE REVENUE COMMISSIONER, N. D.

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No. 1588 OF 1876.

To

L. R. ASHBURNER, Esq., C.S.I.,  
Revenue Commissioner, N. D.

*Surat, 8th July 1876.*

SIR,

I have the honour, with reference to my letters Nos. 859 and 1063 of 7th April 1876 and 5th May 1876, respectively, forwarding Mr. Entee's final report on the Surat City Survey, to inform you that Mr. Hope has forwarded to me for perusal the Memo. that he has recently written on the subject of the above two letters.

2. As it will, perhaps, save time, I think it better to anticipate any call for a further reply from me on the conclusions arrived at and the recommendations made by Mr. Hope, by at once intimating, for the information of Government, that I am ready to acquiesce in the recommendations made by Mr. Hope, and have no doubt but that the conclusions he has arrived at are sound, and



that his comments on my remarks deserve attention, and dispose of all the points at issue. I have no objection to the substitution of Mr. Hope's report for mine.

3. With regard to the Delhi-Gate road and railway suburb, I was incompletely informed, and should not have brought in the receipts derived from them as bearing a part on the profits derived from the survey.

4. With regard to the receipts to Local Funds, they are certainly a profit, and should be counted as such, though not to Government. The sum of Rs. 6,852, which Mr. Hope recommends should be paid to the Municipality from Local Funds, might, with the sanction of Government, be so paid; and as President, considering the circumstances of the case, I should have no objection to urge to such a course being pursued.

5. Mr. Hope's recommendation that the municipal contribution should be only raised to Rs. 60 per mensem, and that of Government to Rs. 62, is perhaps, fairer than mine—the most troublesome part of the work being the collection of the Government rents every year on land let at 99 years' lease.

6. It is impossible, as Mr. Hope writes, to calculate on the amount of land that will eventually be sold; but I cannot anticipate, as far as my judgment goes, that Government will gain at all proportionately to the Municipality. People do not like to take land on lease; they like to buy it outright; they like to have it as their own freehold, and not have the trouble of paying rent every year.

7. The few years that the present system of sales has been in force, are insufficient to allow of any definite conclusions being drawn as to the results that we may look forward to. At present very little land is being taken up; it may be that in a few years' time, when trade is in a more prosperous state, people will have more money to buy land and build houses; but, even if the progress should be more in accordance with my anticipations than those of Mr. Hope, the survey will still have to be looked upon as a success.

I have the honour to be,

Sir,

Your most obedient Servant,

W. R. PRATT,

Acting Collector.

## REVENUE DEPARTMENT.

*Bombay Castle, 20th October 1876.*

RESOLUTION.—The successful termination of this great work is entirely due to the Honourable Mr. Hope.

2. His Excellency the Governor in Council has much pleasure in congratulating Mr. Hope and the officers who have been employed under his direction, on the results of their labours.

3. If the President of the Local Funds Committee sees no objection, a sum of Rs. 6,852 may be refunded to the Municipality.

4. Copies of the papers are to be forwarded to the Government of India, and their sanction requested to an increased contribution of Rs. 40-8-0 per mensem towards the expense of the establishment. At present, out of a total cost of Rs. 72, the Municipality pay Rs. 50-8-0 and the Government Rs. 21-8-0, the necessity for increasing the establishment to Rs. 122 is obvious, and the division of this charge between the Government and the Municipality in sums respectively of Rs. 62 and Rs. 60 is fair and equitable.

5. The proposal to allow the Daroga a percentage on the proceeds of sales is approved.

6. Mr. Hope's remarks as to the necessity of legislation to make clear the meaning of certain sections of Bombay Act IV. of 1868, should be sent to the Select Committee on the Land Revenue Code Bill now sitting, for consideration.

F. S. CHAPMAN,

Chief Secretary to Government.



No. 5988 of 1876.

REVENUE DEPARTMENT.

*Bombay Castle, 20th October 1876.*

FROM

F. S. CHAPMAN, Esq.,

Chief Secretary to the Government of Bombay,

To

THE HONOURABLE T. C. HOPE,

Officiating Secretary to the Government of India,

Department of Revenue, Agriculture, and Commerce,

Simla.

SIR,

With reference to my letter No. 3378—175-R., dated 13th June 1873, and the reply of the Government of India, No. 577, dated 14th July following, I am directed to transmit the accompanying copy of the papers relative to the completion of the city survey and inquiry in the city of Surat, and to request that you will be so good as to obtain the sanction of the Government of India, in the Financial Department, to the payment of the increased contribution from Government of Rs. 40-8-0 per mensem towards the expenses of the establishment proposed to be maintained for the general supervision of the Surat city lands and the custody of the valuable survey records.

2. The cost of the present establishment is Rs. 72 per mensem, which is contributed in the proportion of Rs. 50-8-0 and Rs. 21-8-0 by the Municipality and Government, respectively. The proposed addition, which for obvious reasons is essentially requisite, will raise the cost to Rs. 122, which it is proposed should be borne by the Government and the Municipality in the proportionate sums of Rs. 62 and 60, respectively. This division will increase the charge on Government from Rs. 21-8-0 to Rs. 62 per mensem, but it appears to His Excellency the Governor in Council to be fair and equitable.

3. The details of the present and proposed establishment will be found in paragraph 8 of the Revenue Commissioner's letter No. 4118, dated 29th July 1876, at the head of the printed compilation.

I have the honour to be, &amp;c.,

F. S. CHAPMAN,

Chief Secretary to Government.

CIVIL IV-51

*City Surveys.*

No. 7630.

REVENUE DEPARTMENT.

*Bombay Castle, 29th December 1876.*

Memorandum from the Government of India, Department of Revenue, Agriculture, and Commerce, No. 895, dated 9th December 1876—Forwarding, with reference to this Government letter No. 5988, dated 20th October last, a copy of their Resolution No. 2826, dated 30th November last, in the Financial Department :—

Read a letter from the Government of Bombay to the Government of India, in the Department of Revenue, Agriculture, and Commerce, No. 5988, dated 20th October 1876, soliciting sanction to an additional expenditure of Rs. 40-8-0 per mensem on account of the Government share of the contribution towards the increased expenses for the general supervision of the Surat city lands and the custody of the valuable records. The present cost of the establishment is Rs. 72 per mensem, which is contributed in the proportion of Rs. 50-8-0 and Rs. 21-8-0 by the Municipality and Government, respectively. The proposed increase will raise the cost to Rs. 122 per mensem, which is to be borne by the Government and the Municipality in the proportion of Rs. 62 and Rs. 60, respectively.

RESOLUTION.—Sanctioned.

RESOLUTION.—The officers concerned to be informed, with reference to Government Resolution No. 5987, dated 20th October 1876.

F. S. CHAPMAN,

Chief Secretary to Government.