

1,167 menials, 157 traders, 122 relations of owners, 233 cultivators by permission, and 4,101 cultivators without permission, who acquired their rights, according to their own statements, by breaking up jungle lands (*jhundi tor*). It can hardly be maintained, I think, that the former Settlement Officers, who were guided by no Regulation and no rules on the subject, would have made these men owners of the lands they cultivate, if they had ever thought that rents would be levied from them. If the people had intended this, the religious men would have received the land in *sankalab*; as a fact, they are generally *dohlidars* (see paragraph 57), and have no right, except that of error of writ, to be occupancy tenants at all. So, too, as regards the menials and traders—it could not have been generally wished to make them owners; and the breaking up of jungle land has been nowhere held, I believe, to entitle an occupancy tenant to hold the land on payment of the Government revenue only. Suits for rent and enhancement of rent will, no doubt, be commonly filed again, now that the new assessments have been announced, and hence it is desirable to put these facts clearly before the Revenue officers of the district. All suits brought for occupancy rights in the Settlement Courts were decided strictly according to the principles of the Punjab Tenancy Act. In the Delhi division it appears to have been held by the Commissioner that unbroken possession for 12 years before 1857 did, or perhaps would, entitle the tenant to occupancy rights under the old law of the North-Western Provinces. Whether this view is tenable or not, it is not for me to say; but it was not taken in any case in Rohtak. It may also be remarked that the general Settlement method of calculating the enhanced rent due from occupancy tenants was to take the difference between the rent paid by the occupier and in his neighbourhood, and apply to that the scales under Section XI of the Act. This has been held to be clearly wrong, and the rents fixed at Settlement must not, therefore, be taken as absolute guides in the case of suits brought hereafter. There is one other point to notice. In a number of villages along

Non-resident Occupancy tenants. the north border of the Jhajjar tahsil, a great many cultivators from the adjoining strong Jat estates in

Rohtak and Sampla were recorded as occupancy tenants at last Settlement. These men are very slow to pay their revenue and rents, and as they hold a very large area in these estates, the headmen and people are often hard put to it to pay up the revenue themselves, and then recover it by suit from the occupancy tenants. It was suggested that warrants of distress might be issued against the occupier direct, and the Financial Commissioner accepted this view, but it was over-ruled by the Government. The villages in question have been distinctly impoverished by the present system, and at least all possible executive assistance should be given to the owners to enable them to collect the revenue betimes from their too-powerful tenants. It may also be

A'gris. mentioned that many of the A'gris, or salt manufacturers, have been recorded as occupancy tenants of the lands and wells held by them in possession for the manufacture of salt; separate and complete records of their status and its origin have been filed in the District Office.

116. A detailed Note on the revenue-free grants of the district, the nature of whose sanction, as regards the three northern tahsils, differs of course entirely from that of those in the Punjab proper, will be found in the supplementary Volume of Memoranda, and they therefore need but little notice here. By the people they are called *milk* and the grantees *milki*; the grants are usually petty ones affecting small areas, but those of the Shekhs in Rohtak and those held for three generations in Mehim deserve special notice, and there are besides ten villages held in whole or in part in jagir—all but one in the Jhajjar tahsil. The Shekhs' grant was resumed in 1832, but restored ten or twelve years later; the distribution of the area concerned was never exactly carried out in pursuance of the terms of the orders passed. But there is no quarrel among the grantees as to shares. The exact area held by each has now been carefully recorded, and no troubles are likely to arise in this matter. As regards the jagir estates, the entire villages of Shidipur in Sampla and of Fordpur in Jhajjar are re-leased to individuals in perpetuity; Fattehpuri and Kariwah are re-leased for the maintenance of buildings, but it has been recommended that a large share of the latter should be resumed.\* Bábra is held revenue free for two lives, and Palrah for the life of Raja Sabal Singh, subject to consideration on his death, when it will, I hope, be conferred on the family in perpetuity. Islamgarh and Thomaspur are held entirely in jagir for life, and Campbellpur and Sheojipurah are partly so held. Except in the cases of Fattehpuri, Kanwah and Bábra, the grantees in Jhajjar are also owners of lands whose revenue has been assigned to them; a sum of Rs. 864 was recovered from all grantees as their share of the expense of settling their estates. None of these jagir grants in perpetuity are transferable or alienable, as none of them belong to the old Delhi territory: but the old revenue free grants in perpetuity in Gohána and Rohtak are transferable. More than half the revenue at present assigned has been granted away for one lifetime only, and lapses will add some Rs. 7,000 to the rent roll during the course of the present Settlement. The registers and records of revenue-free grants were found to be very incomplete; they have been thoroughly corrected and brought up to date, and it is to be hoped that no such trouble or mistakes as formerly will occur again. There are now no *taiul* grants left in the Rohtak district, the last—Rindhana in Gohána—was resumed after 1857. A *taiul* grant was a royal one for the maintenance of some member of the royal family.

117. Zaildars have been appointed in all four tahsils, and in no district could their appointment be more appropriate, owing to the grouping of the tribes and to the want of men above the level of ordinary cultivators. Nevertheless the appointments were long opposed by the District officers on the grounds that ill-feeling and possibly bloodshed would be created thereby, and, in consequence, the Zaildars were selected in 1879 instead of 1875. In all, 38 men were appointed, seven in Gohána, ten each in Rohtak and Sampla, and eleven in Jhajjar; their circles were made, as far as possible, according to the distribution of the tribes, as will be seen from the Zail map. Rohtak, with three adjoining villages, and Khar-

\* This has now been ordered by Government;—the reduction will take place on the demise of the present grantees.



khaudak with Muazzamnagar were not included in any circle, just as formerly they were not included in any *tappah*. In the old days there had been Chaudhris of the country side, but, except in Jhajjar, these appointments had long been obsolete. Each Zaildar in the northern tahsils has an average of twelve villages under him, and in Jhajjar seventeen; the area in either case is 31,000 and 27,000 acres. Their emoluments vary from Rs. 394 to Rs. 129-8 per annum; the average pay is Rs. 243-8, which they will collect themselves as at present proposed. These rates are perhaps somewhat high; if so, it rests with the Deputy Commissioner to make proposals to lower them, and credit the surplus to Government. If the men are made a proper use of, they cannot fail to strengthen the hands of the local officers in all revenue and administrative matters to a degree which it is difficult to express. They are not men of any special mark, but take them as a whole, they form as fine a body for manliness and influence as will be found in any district of the Punjab, I believe. Probably the one or two who are not mere agriculturalists, will be found to be the least efficient of all in their duties. There was a discussion at one time on the proposal to grant some zemindary *ināms* to certain leading men; but ultimately it was thought that no such rewards were needed or called for, and the suggestion was allowed to drop.

118. Chief headmen were appointed in 220 villages under the special orders of Government, conveyed in letter No. 1947 of 12th December, 1874. These were to the effect that a chief headman should be selected by the Revenue officers, and be appointed by election of the proprietors in each estate or well defined sub-divisions of an estate containing three or more headmen of the same clan. The appointments were made in the cold weather of 1878-79. In 18 villages two chief headmen were appointed, and in the town of Jhajjar three. If these men are made to perform their duties efficiently, they should prove to be a most useful agency, and might do away with much of the inconvenience attending the multiplicity of headmen in the district. If for a few years the revenue officers of all classes will insist on their doing their work themselves, the new machinery will go on of itself after that. Permission has been given to extend the system to all villages with three or more headmen, independent of the number of clans, if they desire it (Government Punjab letter No. 64 of 8th May, 1879). This leave came too late for the extension to be carried out by the Settlement Officer; but when the system is found to be working well, the Deputy Commissioner might avail himself of the permission to complete the system. The average emolument of each chief headman appointed is Rs. 26 per annum. As has been already said, the cesses for the remuneration of Zaildars and chief headmen were first added to the revenue and then allowed on it again; both classes of officials will collect their additional dues themselves, just as the headmen collect theirs now.

119. The position of the district as regards headmen is peculiar, and formed the subject of special report. It has been explained in the Settlement Reports of 1838, that at

the Regular Settlement, in order to compose feuds, the claims of all men, and perhaps of all descendants of men, who had been headmen in any Summary Settlement were taken into consideration, and as many as possible appointed; the system of son succeeding to father was also then adopted. As no pedigree-tables were prepared, it often happened that four headmen were appointed for four *thulas*, whereas one should have been appointed for the *pánah* in which they were all contained; and whereas it should have been provided that on the death of certain representatives their post should lapse, this was not done. The consequence is that the district contains no less than 1,958 headmen in 514 villages, giving more than one headman to every 50 owners, and besides such monstrous anomalies as seventeen representatives in one village, sixteen in another, and fourteen in a third, we have 13 headmen in eight villages, 12 and 11 in six each, 10 in seven, 9 in thirteen, and 8 in nineteen. In some villages the headmen received actually less than two annas a month for the discharge of their duties! In addition to this the responsibility of the headmen for collections was often joint, that is, the owners of the village or some sub-division paid to two or three headmen jointly, and when one headman went to demand the revenue he was met by the reply that it would be paid or had been paid to one of his fellows; this has been remedied in the present Settlement by assigning to each headman a certain number of the revenue payers for the collection of whose revenue he is solely responsible. It was proposed to Government that measures should be taken to reduce the numbers either now or as death vacancies occurred, but the proposals, together with several others directed to the same end, were not approved of. The appointment of the chief headmen should in many cases remove the difficulties which the excessive numbers of headmen cause in the way of police and revenue administration; and a steady insistence by the Revenue officers on the headmen being fit and doing their work would effect much more. I have removed from their post men who were blind and idiots, and even men who owned no land and had long since left the village. It is a common practice to keep boy-headmen in the background for years after they have come of age, and to continue the guardian in his post. All this might be easily remedied by pursuing the practise which prevailed in Settlement, *viz.*, of sending for and seeing the new headman, if grown up, before appointing him, and of ascertaining by personal enquiry if he was of sufficient intelligence to discharge the duties attached to his post.\* Another point to be strictly observed is that the son should succeed to the father. On almost every vacancy some person petitions to succeed in place of the son of the deceased, because his father was headman also and was reduced or removed, and native officers at least are much too fond of listening to such claims. I have even known such a brilliant solution arrived at by a Deputy Commissioner as that a headman in a certain case should be chosen alternately out of two rival families! All such claims were utterly discouraged and put down during Settlement, and with good effect. I trust that the same course will be still pursued in the District Courts, and that, to further this end, the

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\* This has since been ordered by Government.



agent of an aged or otherwise incompetent headman will invariably be the person entitled under the rules to succeed him. The Extra Assistant Commissioner of Settlement has recorded an exhaustive and able Memo. on the state of the headmen of the district, which has been forwarded to the Deputy Commissioner for information. The average emolument of headmen calculated on the new revenue, including owners' rates, is about Rs. 2-3 per mensem; in canal villages they receive 3 per cent. out of the collections on account of occupiers' rates, if these are paid into the treasury by a certain date. The average amount of revenue (including owners' rates) for whose collection each headman is responsible, is about Rs. 530. It may be mentioned that in one or two villages of which the owners and headmen were non-resident, and the lands were largely held by occupancy tenants, these latter elected one of their own number as a special headman, and agreed to pay 5 per cent. on the revenue to him as well as to the proper headmen of the village.

120. There are 702 village watchmen in the 481 inhabited villages.

Village Watchmen.

this number gives an average of one to every 790 heads of population and 200 houses or shops—the last is the proportion fixed by Government. The men, however, are not evenly distributed, and in some large villages of over 2,000 souls there is only one custodian. The facts of the case for the whole district were laid before the Deputy Commissioner in this Office letter No. 31 of 23rd January 1879, but I am not aware if any action was taken on the report; it is certainly called for in some instances. The pay of the watchmen has been provided for in the Village Administration papers—usually at the rate of Rs. 3 per mensem. It is not easy to see how the men live on this pittance, but they probably eke it out in many ways. Not a few do tailor's work, and where they belong to the village whose custodian they are, they can cultivate a little land. As far as possible they should be chosen out of the people of the village, in order that their hands may be employed at odd times, and, therefore, kept out of mischief. The "*thikar chaukidari*" has been referred to in paragraph 62. The system is managed thus: The names of all able-bodied men are written on pieces of potsherds, and placed in a vessel in the village rest-house. Day by day the names of as many men as are needed to keep guard at certain fixed places on the roads are drawn out, and these men watch from nightfall to morning. The process is repeated daily till the lots are exhausted, when it begins over again with another vessel, into which in the meanwhile the lots drawn daily have been placed. The custom is a useful one, and should be maintained.

121. The number of Patwaries found in the district when the Settlement

Patwaries.

ment began were as follows—Gohana 46, Rohtak 42, Sampla 56, and Jhajjar 66, including one assistant. In 1874 the number was increased by 21 in Rohtak, making the total up to 231. At the close of Settlement the numbers fixed were as follows:—

<i>Tahsil.</i>	<i>Patwaries.</i>	<i>Assistants.</i>	<i>Total.</i>
Gohāna ...	44 ...	7 ...	51
Rohtak ...	52 ...	10 ...	62
Sampla ...	58 ...	4 ...	62
Jhajjar ...	66 ...	2 ...	68
Total ...	220 ...	23 ...	243

Formerly in most cases they were badly paid, while in some instances in canal estates they drew much too large salaries. The income resulting from the Patwaries cess is now funded, and the men are graded and paid according to their grades from the tahsils : in canal villages the new system exists in a modified form only. The average pay per mensem of each Patwary and assistant is now Rs. 10 $\frac{3}{4}$ . Each has an average area of 4,747 acres or 3,681 acres cultivated to prepare the annual papers of, and a revenue of Rs. 4,375 (including owners' rates), to see collected. Besides the Patwaries two Girdawars were appointed in each tahsil on a pay of Rs. 20 to assist the district supervising staff of Kanungos and Naib Kanungos. The great majority of the Patwaries are hereditary, but, except in the Jhajjar tahsil, there are but few who are not acquainted with the Persian character, and even in that tahsil only about 15. The Patwaries live in their villages, and very often trade there too ; as this business of theirs has been stopped during Settlement operations, it should not be allowed to grow up again. As elsewhere in the Province, they also collect the revenue for the headmen ; this practise, too, should be put an end to. As a rule, the Patwaries are distinctly of a better class than usual. They were utterly ignorant, of course, of all that was required of them in Settlement, but they have now been thoroughly taught ; the less efficient men have been weeded out, and all new men who have been appointed during Settlement have been made to pass the examination. Every stage of Settlement work was performed as far as possible by them, and comparatively few Amins were made use of ; they now form a body much superior to the general run of Patwaries that I have ever seen in any district. If only they are kept up to their work, made to prepare the yearly papers carefully and regularly, and to map all new cultivation as the land is broken up, they should continue to be a most efficient staff throughout the period of this Settlement. A number of mohurrirs and others belonging to the district who served in Settlement and passed the Patwaries' examination, received certificates to that effect ; these form a body of competent men on whom it will be possible to draw, when necessary, as vacancies occur. All the Kanungos and Naib Kanungos served in the Settlement at some stage of operations ; they are all fit for their posts, but some have contracted the usual lazy ways of subordinate tahsil officials. The present chief Kanungo served in Settlement throughout the whole work, and is a thoroughly competent man.



122. The Revised Settlement of the Rohtak district was carried out under the Panjab Land Revenue Act, No. XXXIII of 1871. It may seem strange to recite this, but the work done.

Act will perhaps have become in 1910 A. D. as antiquated as Regulations VII of 1822 and IX of 1833 are now to us,—especially if the chances these days of legislative activity are considered. The notifications issued at various times are recited in Appendix No. I. The work commenced first in the Jhajjar tahsil in November 1873, and started generally in January 1874, but as neither funds nor establishment were fully available, in the early months it was calculated that the work of 3 months only had been done up to March 31st, 1874. The periods which the various stages of work occupied were as follows:—

		Year.	Months.
Boundary maps	...	...	9
Field maps	... ..	1	4
Testing dimensions, areas, etc.,		1	...
Attestation	... ..	1	3
Fairing	... ..	1	3
Internal Rating	...	...	3
Total	... ..	5	10

The work of the Settlement was complete in October 1879, and it was only the want of orders that caused any establishment to be kept on after that date. The whole winding-up of the Settlement was delayed more or less from the same cause; the Assessment Reports submitted in August 1877, received the orders of Government only in May 1879. But for this it is probable that the Settlement would have been completed in June; as it was, establishment had to be reduced before it would otherwise have been necessary, so as to spin out the work until orders should come. The cultivated area in Rohtak was far larger than in most recent Settlements, and the great size of the estates added to the difficulty of measurements. The Superintendent of Jhajjar had to be removed for incapacity, and the Officiating Superintendent of Sampla for want of integrity, and the work, of course, suffered accordingly; a third Superintendent "unfortunately died, and in only one tahsil did the same officer hold charge throughout the whole Settlement. The inferior supervising staff was of the worst quality, and the old papers were as bad as could be, and the new Settlement had almost to be made without the help of former records, except in Jhajjar. The work was delayed by conflicting orders as to the proposed cadastral survey by the Revenue Survey Department, and by the frequent charges of Settlement Officers, and the measurements of canal lands, by great sickness in the years of 1875 and 1877. No doubt the fact that fractions of the *gatha* used at measurements were carefully recorded and taken into account in calculating the areas, delayed the work somewhat, and probably a good

Reasons for the slow work.

many returns were prepared by me for assessment purposes which a more experienced officer could have dispensed with. But after all is said it certainly occupied at least ten months longer than it should have done ; and as I was in charge while the most important stages of work were going on, the chief blame for the delay attaches to me. Beyond want of method, it is hard to say where the fault of my subordinates lay. They certainly worked hard, at times harder than I could have supposed was possible, and I did my best to help them and drive them on ; and yet there is the undoubted fact that the work did occupy too long a time. We may perhaps set off in part against this the fact that if the present papers are then in existence and if they have been kept up to date by the Patwaris, it will not be necessary to go through the whole operation of a Settlement again in order to introduce a new assessment 30 years hence. Perhaps a few villages which still have large jungle areas, would need to be re-measured ; otherwise the papers could be easily brought up to date on the basis of the present record, and a new assessment could be safely introduced by a careful Girdawari. It would be throwing money away to adopt a more expensive and elaborate procedure.

123. In the Rohtak Settlement, as well as the Settlements of the Dehli division as far as regarded villages which had previously received a Regular Settlement, no regular suits were heard in the Settlement Courts, except under the Tenancy Act of the Punjab. This relieved the Superintendents greatly of office work, and enabled them to give more attention to the preparation of the records. The number of cases tried in the Settlement Courts is detailed in Appendix II ; as a whole, they were decided after careful and complete enquiry, I think. Suits for enhancement of rent payable by occupancy tenants form nearly half the whole number instituted under the Tenancy Act, and the next most numerous class of suits is that by tenants for occupancy rights, under Section 5 of the Act. The criminal file is fortunately a light one. The number of mutation cases is less than in most recent Settlements, although the former Rohtak records can have been second to none in incompleteness, because a large number of the necessary changes and corrections were made at attestation on the rough copy of the Record of Rights. No detail can be given of the miscellaneous cases which refer to every subject imaginable connected with a Settlement ; they form more than half the total number of cases disposed of.

Cost of the Settlement. 124. The cost of the Settlement from the various sources of revenue has been as follows :—

<i>Imperial.</i>		<i>Provincial.</i>		<i>Settlement Fees.</i>	
	Rs.		Rs.		Rs.
Gazetted officers and their travelling allowances ...	1,09,233	Lithography ...	2,998	Patwary's pay ...	2,82,609
Establishment ...	1,99,070	Office Rent ...	3,106	Patwary's fines ...	7,431
Travelling allowance of establishment and Contingencies ...	31,743	Process serving establishment. ...	8,006	Patwary's stationery ...	14,159
				Small <i>parcha</i> fees... ..	7,336
				Large <i>parcha</i> fees... ..	36,561
				Mutation fees ...	4,088
				Partition fees ...	25
	<u>3,40,046</u>		<u>14,110</u>		<u>3,52,189</u>



The total sum realised from Settlement fees was Rs. 44,205. The increase of revenue, including owners' rates, over the demand of the rent roll of 1873 being Rs. 169,011, the cost of the Settlement to Government will therefore be recovered in  $2\frac{1}{3}$  years' time. Of the total cost of the Settlement nearly one-half has been paid by the people, though this half has not been an entirely new burden put on them; the Patwaries would have had to be paid in any case, though at a lower rate than during the Settlement. The total cost falls at the rate of ten annas six pie on each rupee of Government revenue (including owners' rates) and of twelve annas six pie on each acre of cultivated land; if we were to allow one-fourth of the Patwaries' pay as the extra charge on account of Settlement operations, and deduct the other three-fourths from the total sum as their pay in any case, the incidence per acre and per rupee will be nine annas six pie and eleven annas. The sum realised from process serving and Court fees was Rs. 18,128: the former being Rs. 6,307. Advances were taken from Government on account of *parcha* fees, which were, therefore, credited to Government in full; on account of the other Settlement fees a balance of Rs. 19,155 was in hand at the end of the Settlement, of which nearly Rs. 14,000 had been collected in advance for Patwary's pay and were made over to the Patwary fund of the district. Every effort was made by the Settlement Officers to protect the people from illegal extortion, by mixing freely with them and admitting them access at all times. The people themselves say that since the Settlement has ended and the Salt-line has been removed, the glory of the district has departed. The conjunction is perhaps rather ominous for the Settlement.

125. The Officers who held charge of the Settlement, and the periods for which they held charge, were as follows:—

			<u>Years.</u>	<u>Months.</u>
Mr. W. E. Purser ...	...	...	3	2
Mr. C. L. Tupper ...	...	...	0	7
Mr. H. C. Fanshawe ...	...	...	2	3
Total ...			6	years

The work of the Settlement was complete in October 1879, and Mr. Purser left the district at the beginning of December: I, therefore, count the Settlement as having closed then. The nominal period of six years is two months longer than that detailed in paragraph 122; the reason will be found there. When Mr. Purser went on furlough in January 1875, Mr. Tupper succeeded him, and I succeeded Mr. Tupper in August, and held charge till Mr. Purser resumed his work in February 1876. On the transfer of Mr. Purser to the Jhelum Settlement, in May 1877, I was again appointed to the charge in Rohtak, which I held till I was called to other duties in March 1879, when Mr. Purser once more returned to his old Settlement, which he completed.

Mr. Purser started every stage of the work except fairing, which fell to my share, and it is therefore to Mr. Purser, with the Extra Assistant Commissioner, that the merits which the Settlement may have are justly due. Rai Bakhtawar

Notice of Officers.

Lal was Extra Assistant Commissioner of Settlement from the commencement till September 1875, when he was promoted to be Judicial Extra Assistant; I received considerable aid from his knowledge of Settlement work for the short time that he was with me. He was succeeded by Pandit Maharaj Kishen, from the Ajmer Settlement. Of this officer I cannot write too highly. To a thorough knowledge of his work in its minutest details, he unites unusually wide and sound views on revenue questions; in work he is indefatigable, and while fearlessly reporting all shortcomings, he has succeeded in attaching to himself all the officers and subordinates of Settlement in a marked degree. The ungrudging assistance and support which I received from him alone enabled me to carry through the work as I did, and I hereby tender him my best thanks for the same. Munshi Alim Ulla, Superintendent of the Rohtak tahsil, had the heaviest charge in the district, and acquitted himself of it to the satisfaction of his superiors. He has been made a Honorary Extra Assistant Commissioner, and will, I hope, be soon confirmed in that rank from his present post of Superintendent at Fazilka in Sirsa. Munshi Jodh Singh, Superintendent of Gohana, possesses a knowledge of the details of Settlement work which has been acquired by few, and has great powers of driving his subordinates. I consider him one of the best Superintendents that I have ever met; he is now in the Ludhiana Settlement. Munshi Kishen Pershad of Jhajjar will make a good Superintendent, I believe, in his next Settlement. Of the other officers in the higher ranks of the Settlement establishment, I can say nothing that would be either to their credit or to mine.

126. In conclusion I must beg for the extension of some indulgence towards the style and matter of this Report, which

Conclusion.

I have been obliged to write at odd moments of leisure hardly snatched from other labors. It would have been obviously unfair to leave the task of writing the Report to Mr. Purser, who had been two years absent from the district when he returned in the spring of 1879, and at his earnest request I consented to do my best for it, but the loss is Government's. Fortunately, Mr. Purser has been able to find time to read and examine the Report, as well as to assist me in its compilation in many ways. Although I have been able, it is true, to consult many books and authorities which would probably not have been available to me at Rohtak, still it can easily be imagined how much extra labor is entailed by being absent from the immediate sources of information while engaged on such a work, and what disadvantages arise therefrom. There are some points on which I should have liked to have dwelt at greater length, but regarding which I have been prevented doing so by inability to test the correctness of certain facts and conclusions; and there is much which I might have revised



or condensed with advantage, had I possessed the necessary leisure. No one can be half so well aware of the imperfections of the Report as I am myself ; but I hope that with all its shortcomings it will nevertheless be found of some use to the District Officers hereafter.

H. C. FANSHAWE,

*Late Offg. Settlement Officer of Rohtak.*

SIMLA :

*August, 1880.*

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## APPENDIX I.

### *Return of Judicial, Revenue and other work performed by the Rohtak Settlement Officials.*

No.	DESCRIPTION.	No. OF SUITS.
<i>A.—Suits under the Punjab Tenancy Act and Rent Suits.</i>		
1	Under Section 5 by tenants ... ..	699
2	Under Section 8 ditto ... ..	81
3	Under Section 6 by landlords ... ..	100
4	Under Section 10 and 11 for enhanced rent ... ..	719
5	Under Section 4 for abated rent ... ..	3
6	Under Section 19, clause 2, ejectment of occupancy tenants ... ..	8
7	Under Section 20, for ejectment of non-occupancy tenants ... ..	72
8	Under Section 25, by tenants to contest notice of ejectment ... ..	30
9	Under Section 26, by tenants to contest illegal ejectment ... ..	60
10	Suits to resume lands held revenue free ... ..	1
11	Miscellaneous rent suits ... ..	2
Total ...		1,775
<i>B.—Appeal cases.</i>		
12	Judicial Appeals ... ..	291
13	Revenue Appeals ... ..	70
Total ...		361
<i>C.—Criminal cases.</i>		
14	Criminal cases ... ..	40
<i>D.—Revenue cases.</i>		
15	Chief headmen's cases ... ..	44
16	Headmen's cases ... ..	1,221
17	Patwaries' cases ... ..	378
18	Erection of boundaries, section 22 of Act XXXIII. of 1871 ... ..	137
19	Tribal customs ... ..	6
20	Grants of protective leases to wells ... ..	176
21	Investigations of revenue free assignments ... ..	445
22	Rights of occupancy tenants adjusted ... ..	451
23	Irrigation records prepared ... ..	107
24	Complete partition cases ... ..	2
25	Mutation cases ... ..	18,698
26	Miscellaneous cases ... ..	25,870
Total ...		47,535
Grand Total of all Case work ...		49,711



## APPENDIX II.

*List of Notifications with reference to the Rohtak Settlement.*

Serial No.	No.	DATE.	SUBJECT.
1	1207	12th August 1873	... Appointing Rai Bakhtawar Lal, Extra Assistant Settlement Officer, and conferring powers.
2	1208	Ditto	... Appointing Munshis Alim-ulla, Muhammad Isa, and Fida Ali, Superintendents of the Rohtak, Gohana and Jhajjar tahsils, and conferring powers.
3	1804	18th December 1873	... Notification putting the Rohtak district under re-settlement with a complete revision of the records, and appointing Mr. W. E. Purser to the charge of the Settlement.
4	62	7th January 1874	... Munshi Devi Sahai, appointed Superintendent of the Sampla tahsil, and invested with powers.
5	575	30th March 1874	... Financial Commissioner of the Punjab empowered to hear appeals under the Tenancy Act from Settlement Courts.
6	1932	27th November 1874	... Mr. C. L. Tupper appointed Assistant Settlement Officer.
7	89	20th January 1875	... Mr. Tupper empowered as Officiating Settlement Officer.
8	1198	19th August 1875	... Mr. H. C. Fanshawe appointed Officiating Settlement Officer.
9	1331	15th September 1875	... Powers given to Mr. Fanshawe.
10	1738	4th December 1875	... Appointment of Pandit Maharaj Kishen as Extra Assistant Settlement Officer, and his investiture with powers.
11	4606	11th December 1875	
12	92	25th January 1876	... Mr. Purser resumes charge.
13	365	12th March 1876	... Munshi Jodh Singh, Superintendent of Gohana, invested with powers.
14	595	2nd May 1877	... Mr. Purser gives up charge of the Settlement.
15	596	Ditto	... Mr. Fanshawe resumes charge.
16	4	2nd January 1878	... Munshi Karm Chand, Superintendent Sampla, receives powers.
17	98	25th January 1878	... Munshi Kishen Pershad, Superintendent of Jhajjar, invested with powers.
18	395	28th March 1879	... Mr. Purser resumes charge of the Settlement.
19	1092	6th October 1879	... Cancels all previous notifications, withdraws the jurisdiction of Settlement Courts, and orders the records to be made over to the district.

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## *Orders on the Final Report of the Rohtak Settlement.*

No. 1234 S., dated Lahore, 5th December 1881.

From—F. C. CHANNING, Esquire, Settlement Secretary to Financial Commissioner, Punjab,  
To—The Secretary to Government, Punjab.

I AM directed by the Officiating Financial Commissioner to submit Mr. Fanshawe's final Report of the Rohtak Settlement, received with a letter from the Commissioner of Hissar, No. 33, dated 3rd March 1881, a copy of which is also submitted.

2. Part I., Descriptive; Part II., Historical; and Part III., Social and Administrative, give a very full, interesting and useful account of this comparatively little known, but fiscally important, tract with its fine Jat population. On the much-disputed question of the origin of the Jats the view held by Mr. Fanshawe is that they are probably of the same stock as the Rajputs, but represent a later wave of immigration. The account of the past famines given at pages 45 *et seq.* of the Report draws attention to one of the strikingly weak points of the district—the great dependence of its cultivation on the somewhat scanty rainfall. It will be necessary to again refer to this point in connection with the assessments. The strength of the district consists in its sturdy population, in the strong village communities, and in the very large area held by self-cultivating proprietors. It may be hoped that under the zaildari system now introduced a class of leading men may be developed who will be able to render real assistance to the District Officers. At present, as Mr. Fanshawe points out in paragraph 60, there are very few who rise above the level of the ordinary farmer. Mr. Fanshawe's remarks in paragraph 62 deserve the attention of the Inspector-General of Police. The question of the measures necessary for the rectification of the evils arising from the defective state of the drainage lines in Sampla (paragraph 63) has formed the subject of a correspondence ending with your letter No. 635, of 13th June 1881, in which orders were passed for the excavation of a channel to relieve the villages affected by the Juan and Bhatgaon drainage cuts.

### 3. The account of the means of production and method

Remarks on Part IV. of  
the Report.

of agriculture given in Part IV. of the Report will be very valuable for future reference. It is satisfactory to find from paragraph 10 of the Commissioner's review that the district is recovering from the terrible loss of cattle caused by the drought of 1877-78, which Mr. Fanshawe describes in paragraph 66. In order to guard as far as possible against the recurrence of such a calamity, the Officiating Financial Commissioner hopes that the present grazing grounds will be protected, as recommended in paragraph 69. It would be well if the officers of the Irrigation Department would take measures to stop the practice of giving water out of turn in times of pressure, to which reference is made in paragraph 74. The Officiating Financial Commissioner concurs in Mr. Fanshawe's remark in the same paragraph that District Officers might well assist the Canal Department so as to enable the latter to carry out an effective clearance of the canal bed. The Deputy Commissioner should, as suggested in paragraph 75, watch the development of salt efflorescence in the villages there named, and should, if necessary, propose a reduction of assessment on the wells affected, unless a redistribution of the jama seems an adequate and appropriate remedy. The Officiating Financial Commissioner is not certain, with reference to the Settlement Officer's remarks in paragraph 76, that it would not have been wise to have proposed some special measures for the treatment of the villages liable to submersion in the Jhajjar tahsil; and if the Deputy Commissioner at any time finds that the villages are suffering from the fixed system of assessment, he can propose appropriate measures, which would probably follow the lines adopted in Delhi and Gurgaon. As these will be described in the settlement reports of those districts, it is unnecessary to give an account of them here. Colonel Davies hopes that the Deputy Commissioner will assist the people in arranging for the periodical repairs of the Badli band, as suggested in paragraph 76 of the Report.

### 4. In Part V. of the Report Mr. Fanshawe relates the

Remarks on Part V. of  
the Report.

Past fiscal history.

past fiscal history of the tract, which does not differ in its general outlines from that of the adjoining districts—a succession of short and severe settlements followed by a moderate settlement for thirty years completed in 1840 A. D.



Under this settlement and that made in 1860-63 in the villages confiscated after the Mutiny from the Nawabs of Jhajjar and Bahadargarh the district has flourished exceedingly; and Mr. Fanshawe, after reviewing the effect of its operation under various aspects, comes to the general conclusion that the recent revenue administration of the district has been sound and successful, and has resulted in an advance in prosperity, borne witness to by the increase of cultivation and irrigation, of population and cattle, by the extension of the more valuable crops, and by the higher prices for produce and land.

5. In Rohtak, as in the neighbouring districts of Karnal and Delhi, the most important change in the revenue administration of the district which has been made during the recent settlement has been the introduction of the owner's rate system; under which the lands irrigated from the canal have not been assessed, as they would have been under the former system, at irrigated rates, but have been treated as unirrigated, and have been assessed at what are called 'dry' rates. These 'dry' rates, however, represent rather the rates which could be fairly imposed on such of the canal lands of an estate as temporarily ceased to take canal water, all the other advantages accruing to such lands from the presence of the canal remaining unimpaired, than the rates which could be levied on the lands if the canal irrigation were totally discontinued; and it is important that this fact should not be forgotten. The canal-irrigated lands having been thus treated as unirrigated, the Canal Department becomes entitled to collect on the area annually irrigated the 'owner's rate' authorized by Section 37 of the Canal Act (VIII. of 1873); and the proceeds of this rate, which for the present has been fixed at one-half occupier's rate, have been ruled to be not land revenue, but direct canal income.

6. This transfer of income from the Revenue to the Canal Department has of course so far diminished the increase under the former head resulting from the new assessments. The general result of these has been to raise the land revenue from Rs. 8,89,653, the demand of the last year of the expired settle-

ment 1878-79, to an initial demand of Rs 9,39,788 and an eventual demand of Rs. 9,46,191. This latter sum includes Rs. 7,280 assigned revenue, but not the amount, Rs. 6,919, assessed on revenue-free plots for the purpose of the calculation of cesses; the full khalsa revenue under the new settlement therefore stands at Rs. 9,38,911. This amount may be increased during the progress of the settlement in consequence of the lapse of revenue assignments or mafis, and also by the total or partial reduction of the emoluments now granted to zaildars and chief headmen. These amount to a total of Rs. 15,627, and were, as directed by the Government, allowed off the assessment. The incidence of the land revenue proper per cultivated acre is shown at Re. 0-12-9 in the Rohtak tahsil, Re. 1-1-4 in the Jhajjar tahsil, Re. 1-3-3 in Sampla, and Re. 1-4-0 in Gohana, averaging for the whole district Re. 1-0-10.

In making these assessments the estimated income from owner's rates, as calculated on the area returned as canal-irrigated by the settlement measurements, was taken at Rs. 1,17,179, or about Rs. 7,000 more than would have been deduced if the average collections of occupier's rates for ten years had been taken as the basis of the calculation. If this sum of Rs. 1,17,179, which under the old system would have been assessed as land revenue, be added to the full demand (excluding mafis) of the new settlement, the result is an increase of Rs. 1,73,717, or  $19\frac{1}{2}$  per cent., over the revenue of 1878-79, and of 18.9 per cent. over the amended revenue demand of the last settlement. The increase in cultivation during the period of settlement had been 32 per cent. The grounds on which this increase of assessment was held to be both justified and sufficient were discussed in the Revenue Rate Reports, and are summarised in paragraphs 98, 99 and 103 of the Report now submitted.

7: The increase of the Government revenue is substan-

Necessity of a careful  
revenue administration in  
seasons of drought.

tial; and the District Officers should never lose sight of the instructions contained in the orders of Government on the Gohana and Rohtak revenue rate reports, and communicated to the Commissioner of Hissar in this office No. 7198 S., dated 17th October 1881. For facility of future reference, paragraph 4 of the letter containing the Government



orders (No. 904 of 18th August 1881) is here extracted:—

“In paragraph 11 of his review on the Gohana report, and in the same paragraph of his review on the Rohtak report, the Additional Financial Commissioner has drawn special attention to the necessity of granting suspensions of the revenue of the unirrigated villages in the Rohtak district in seasons of drought and agricultural distress, and has stated that in his opinion the Settlement Officer's rates should be accepted on the assumption that these will be freely granted. It is a peculiar feature of the Hissar and parts of the Delhi Division that a drought often causes absolute failure of crops on all unirrigated lands. It is undoubtedly necessary that such tracts should be treated with care and leniency in such seasons, and the Lieutenant-Governor considers that it was a great advantage to the Settlement Officer that he should have seen, during the preparation of the assessment reports, such a season as that of 1877-78, when the heavens were brass and the earth iron, and thus has been able to realize the condition of the country whose revenue he was about to revise as it is under the most trying circumstances to the people. His Honor agrees with Colonel Davies that the rates sanctioned give a revenue which can be paid without hardship in ordinary years, but which cannot be realized during severe or long-continued droughts. In such seasons it is necessary that suspensions should be freely given as required, and this point must be clearly borne in mind by the Revenue Officers of the district. The Lieutenant-Governor will be glad if the Financial Commissioner will issue special orders on this subject with regard to unirrigated portions of the tracts above mentioned, calling the attention of officers to the necessity of proceeding cautiously in realizing the revenue under the circumstances above detailed, and their duty of reporting at an early date on the desirability of suspending the collections according as may be thought necessary in each particular case.”

8. The first effect of the introduction of the new system Effect of introduction of owner's rate system. has been a reduction of irrigation; but it is yet too early to judge to what extent this reduction will be permanent, and how far the crops on which the highest rates are paid may be discontinued. The effects of the system in these directions will probably be less marked in Rohtak than in parts of Karnal and Delhi, where the rainfall is heavier and the evils of over-irrigation have been more felt.

# 9. The question of reducing irrigation in villages when

Remarks on proposed reduction of irrigation and on necessity of communication between District and Canal Officers.

it is excessive formed the subject of a correspondence which ended with letter from Secretary to Government, No. 1038 of 26th October 1880, to this office.

In that letter, of which a copy was sent to the Irrigation Department, His Honor the Lieutenant-Governor recorded his opinion that it would not be practicable to reduce by any sudden measures the irrigated areas of villages which for many years have received an unlimited supply of canal water, and that such a supply as would be sufficient, economically used, to irrigate the area usually watered must continue to be given. He noted that it was probable that the introduction of the new system of assessment would cause a diminution of irrigation, and that if it should still hereafter be thought advisable to reduce irrigation in any estate compulsorily this must be done after reference to Government through the Financial Commissioner. At the same time the Lieutenant-Governor expressed his view that in the case of villages on the new distributaries taking water for the first time the supply of water should be limited approximately to what is sufficient to irrigate one-fourth of the cultivated area, and that the plan of supply by pipes used on the new distributaries of the Bari Doab Canal should be adopted on the Western Jumna Canal also, but with such modifications as may be required by the local circumstances. It was added that "the conclusion formed from observations on the former regarding the duty of an opening of a given size should not, however, be applied to the Western Jumna Canal without verification, as it is possible that differences found to exist in the nature of the soil or in the crops grown in the Western Jumna Canal villages may render alterations necessary;" and that the openings should in all cases be sufficient to give a supply to all the lands irrigated from the water-course during the time that this remains open. Colonel Minchin, in paragraph 18 of his review of the present Report, states that on the only rajbaha where the new pipes have been as yet introduced they are not found to work satisfactorily; but no doubt the Canal Engineers will, under the above-quoted orders of Government, take measures to remedy the observed defects. The instructions contained in paragraph 4 of Secretary to Government's letter as to the desirability of free communication and



friendly intercourse between the Revenue and Canal Officers in all matters regarding the condition of irrigating villages were communicated to the local officers, and the point will, as requested, be specially noticed in the Annual Revenue Reports.

10. In accordance with the instructions contained in Secretary to Government's letter No. 80, of 20th January 1881, the Financial Commissioner has passed orders on the claims of revenue assignees to receive owner's rate to which the Settlement Officer refers in paragraph 106. The result of the investigations made was that the assignees of 335 acres were declared to be entitled to receive owner's rate under the rule sanctioned by the Government of India, by which assignees of revenue are to receive the owner's rate if the grant was irrigated from a Government canal either when the grant was first made or before the first regular settlement, and the grantee has hitherto enjoyed, either in the way of assignment or remission, the owner's rate or a land revenue assessed by the old procedure at canal-irrigated rates.

11. A few other points may be noticed in connection with the assessments. In paragraph 5 of the already-quoted letter from Secretary to Government, No. 904 of 18th August 1881, His Honor the Lieutenant-Governor expressed his satisfaction that the progressive jamas at first proposed by the Settlement Officer and referred to in paragraph 103 of this report had not been found necessary. It was stated that His Honor had grave doubts as to the advantages of progressive demands in any case, and that in the case of strong communal estates and small holdings it was difficult to see what advantages could be expected from them. As in Karnal and Delhi, and under the authority of paragraph 8 of letter from Secretary to Government, No. 1171 of 30th October 1879, power has been reserved to Government to revise quinquennially the assessments of a few estates to which, on account of their swamped condition and the high amount of their owner's rates, it was necessary to give a very light fixed assessment. This provision must not be lost sight of by the Deputy Commissioner, and he should also bear in mind the Settlement Officer's remarks in paragraphs 104, 105 and 107 of the Report bearing on the future

working of the settlement. A list of villages in which a restriction of canal irrigation may lead to the necessity of revising the fixed demand was furnished by the Commissioner of Hissar in his letter No. 185 of 21st October, and submitted to the Joint-Secretary to Government in this office letter No. 7925 of 1st December 1880.

12. The way in which the people distributed the revenue demand within the estates is reported in paragraph 107. The most ordinary method adopted was that of a single rate on the area assessed. Except in the Jhajjar tahsil, very few villages adopted any system of detailed soil rates.

Internal distribution of assessments and instalments fixed.

No change was made in the dates of the instalments, which remain at 15th May and 15th June for the spring harvest, and 15th November and 15th December for the autumn harvest. The Settlement Officer expresses a doubt whether a special instalment should not be fixed for the sugarcane crops, and the question should be referred for orders if the experience gained in the working of the settlement shows any such change to be advisable. The proportions between the spring and autumn instalments vary according to the character of the cultivation.

13. The cesses now in force are detailed by the Settlement Officer in paragraph 106 of the Report. He there states that the school cess is taken at 1 per cent. in Jhajjar and Sampla, and  $\frac{1}{2}$  per cent. in Gohana and Rohtak, the difference being due to a slip. As the ordinary rate at which the school cess is levied is 1 per cent., and this rate was sanctioned in paragraph 6 of the Government orders on the Gohana and Rohtak tahsils, No. 904 of 18th August 1881, the cess should be collected at this rate throughout the district.

Cesses.

The question of the levy of cesses on owner's rate is still pending the orders of the Government of India. Pending such orders all the ordinary cesses are levied on the owner's rate. The rates for patwari's cess to which sanction is asked are Rs. 3 per cent. in Gohana, Rs. 3-4 in Rhotak, and Rs. 3-8 in Sampla and Jhajjar, with 4 annas on account of stationery in all cases. The question of levying the cess at Rs. 3-8 per cent. in all tahsils was raised, but Mr. Purser held that this step was unnecessary, and his view was ap-



proved in this office letter to Commissioner, Hissar, No. 1363 of 20th February 1880. The question may, however, have to be reconsidered if the Government of India decides against the levy of cesses on owner's rates.

14. The record prepared at this settlement is of the usual character. The Commissioner thinks that too much has been attempted in the way of a minute survey of the irrigated fields, so as to show the sub-divisions according to water-courses. He thinks that these sub-divisions are not permanent in their nature, and that therefore little has been gained by their being separately shown on the maps; while the great multiplication of fields has largely increased the annual girdwari work of the patwaris. In all other respects he considers that the settlement operations have been most admirably carried out. Mr. Fanshawe does not, however, admit that the sub-divisions which have been mapped are not of a permanent character. The Deputy Commissioner should be careful to provide for the entry of the receipt of revenue in the parcha books made over to the land-owners, and for the record of all important facts in the village note books, both English and Vernacular, as recommended by the Settlement Officer in paragraph 112 of his Report. His remarks in the same paragraph on the preservation of the maps and other records also deserve the careful attention of the local revenue authorities.

15. In paragraph 114 Mr. Fanshawe reviews at length the correspondence connected with the question of the title of Government in the lands occupied by the Western Jamna Canal and its main distributaries in this district, and refers to the letters in which the results of the efforts made by the Settlement Officers to carry out the instructions issued by the Government in the Irrigation Department with the object of obtaining for the State a better title than that given by the entries in the records of the previous settlement were reported. Looking at the difficulties which surrounded the question, as much success as could be expected was probably attained, and the mode in which the entries relating to these lands were made in the settlement records of this district, as in those of the Karnal and Delhi districts, was reported to Government in this office letters No. 1351 of 18th December 1880 and No. 78 of 21st January 1881.

16. In paragraph 115 the Settlement Officer gives the results of the summary inquiries made into the rights of occupancy tenants, which he says were very carefully conducted. In the northern tahsils these tenants have for the most part been recorded as having rights under clause (1) of Section V. of the Punjab Tenancy Act, as in the previous records they were shown as paying at the same rates as proprietors. The severity of the assessments at the time when these records were prepared sufficiently accounts for so many outsiders having been admitted on equal terms with the proprietors to a share in the village responsibilities, and it is only just that those who bore with the owners the heat and burden of those days should, now that a better time has come, enjoy with them some of the benefits of proprietorship. In the villages of the Jhajjar tahsil which passed into our hands at a later period, and in which the assessments were never oppressive, property had a higher value, and the number of occupancy tenants of the higher status is relatively smaller, as might have been expected. I am to add that the remarks made by Mr. Fanshawe in the latter part of this paragraph as to the general method adopted during the settlement for arriving at the enhanced rent due from occupancy tenants are somewhat misleading. The mistake that was made was in treating as rent the net profit to the landlord after deducting from the payments made by the two classes of tenants the amount of revenue and cesses assessed on the land in their occupation, and in making the comparison required by the third ground of Section 11 of the Punjab Tenancy Act on this basis. The question is very fully discussed in the Financial Commissioner's judgment reported in the *Punjab Record* of April 1880 as No. 4 of the Revenue judgments of that year. It was there pointed out that the word "rent" as used in the Act must be construed to mean the gross payments made by each class of tenants, and in the case of tenants paying malikana at a percentage on the quota of revenue assessed on the lands in their occupation this term would include the sum so paid together with the revenue and cesses payable on the holding.

17. Zaildars and chief headmen have been appointed at this settlement. The zaildars' allowances are in some cases rather high, and



the question of reducing them was debated ; but the Deputy Commissioner urged their being retained at 1 per cent. of the jama, and the Financial Commissioner sanctioned this course in this office letter No. 1091, of 15th February 1881, to Commissioner, Hissar. The Officiating Financial Commissioner hopes that the zaildars and chief headmen will be properly utilized in the administration. On the manner in which the system is worked during the first years of the settlement its eventual success must greatly depend. If a bad tradition once springs up as to the services expected from the holders of the new posts, it will be difficult to remedy the evil. If properly worked, zaildars should be especially useful in a district like Rohtak, with few men above the level of ordinary agriculturists. The tendency of our revenue system is to reduce all alike to one level, and some counteracting influence of this character is therefore the more requisite. In paragraph 118 the Settlement Officer remarks that when the system of appointing chief headmen is found to be working well, the Deputy Commissioner might avail himself of the permission to extend the system to villages in which there are three or more headmen, although not three of the same clan. As to this the Officiating Financial Commissioner remarks that he understands that in the villages where the system has been introduced the amount of the chief headmen's allowances was under the Government's orders passed on the Jhajjar revenue rate report added to the assessment, and the amount of the assessment plus the allowances of the zaildars and chief headmen entered in the engagement for the revenue. But if the system is extended to other villages the remuneration to be paid to the chief headmen in these estates must necessarily be a real deduction from the assessment, as the amounts entered in the engagements for the revenue in these villages do not include any sum added to meet allowances for chief headmen; it is not probable that the people would consent to an addition to the payments due from them by the settlement agreement in order to meet the cost of an extension of the system. No report as to the working of the system has yet been received.

18. Final orders on the pay of the patwaris were communicated to the Commissioner of Hissar in this office No. 5545 of 9th August 1880. The proceeds of the cess on the fixed land revenue are funded,

Patwari arrangements.

and the patwaris divided into four classes :—

11	at	Rs. 14	per	ensem.
57	at	„ 12	„	„
12	at	„ 11	„	„
163	at	„ 10	„	„

In addition to the above fixed salaries each patwari receives the full allowance in his circle out of the local rates income and the amount of the cess on owner's rate in his circle according to the following scale :—

On owner's rate up to Rs. 500, full cess.

On „ above Rs. 500 up to Rs. 1,000, Rs. 2 per cent.

On „ above Rs. 1,000, Rs. 1 per cent.

From the savings eight girdawars have been appointed; these are to be chosen from among the patwaris, and will each retain a lien on his circle, to which a qualified relative may be appointed. In years when the savings are insufficient on account of a small income from owner's rate to pay the gidawars in full, they will be paid at a reduced rate, and the loss will be made good to them in years of sufficient income. The patwaris of this district are reported to be of a better class than is usual, and it is a satisfactory fact that the greater part of the settlement work was done by them, and comparatively few amins were employed. With the efficient training the patwaris have received during the progress of this settlement, there ought to be no difficulty in obtaining correct annual papers if sustained attention is paid to the subject and their services are properly utilised.

19. The cost of the settlement from Imperial and Provincial Funds was Rs. 3,54,156, which will be repaid by the increased revenue in little over two years.

20. The Officiating Financial Commissioner desires to place prominently before the Government the excellent services rendered by Messrs. Purser and Fanshawe in connection with this settlement. The assessment reports submitted by these officers have already received the approval of Government, and the final report prepared by the latter officer at a distance from the scene of his former labours, and while



burthened with other official duties which left him little leisure for such a task, is very complete, and bears evidence of much research, as well as of thoughtful consideration of many matters calculated to affect the future welfare of the people of this part of the Province. I am also to invite attention to Mr. Fanshawe's testimony to the very good work performed by Pandit Maharaj Kishen, Extra Assistant Settlement Officer, and to say that in Colonel Davies' opinion the services of this officer also deserve the acknowledgment of Government.

21. In conclusion, I am to ask that the assessments now reported may be sanctioned for thirty years, commencing with the autumn harvest of 1879, subject to the reserved right of Government to revise the assessment of certain canal villages noted in Settlement Officer's paragraph 105 quinquennially, and that the record of rights may be declared sanctioned.

No. 23, dated 3rd March 1881.

From—Colonel C. C. MINCHIN, Commissioner and Superintendent, Hissar Division,

To—The Settlement Secretary to Financial Commissioner, Punjab.

Mr. Fanshawe's final Settlement Report, Rohtak district.

I HAVE the honor to forward Mr. Fanshawe's final report of the revised settlement of the Rohtak district.

2. This settlement was commenced in the Jhajjar tahsil in November 1873 by Mr. Purser. In January 1875 he proceeded on furlough, being succeeded by Mr. Tupper, who in the following August was relieved by Mr. Fanshawe, by whom the settlement was carried on until Mr. Purser resumed work in February 1876. In May 1877 Mr. Purser was transferred to the Jhelum settlement, and Mr. Fanshawe again resumed charge, which he held till March 1879, when Mr. Purser once more returned to the Rohtak settlement, which he completed in October 1879. This settlement has therefore taken six years to complete. The changes of Settlement Officers, the retirement of two of the Superintendents, the death of a third, the inferior quality of the supervising staff, the large area under cultivation, and the great size of the estates are some of the causes assigned by Mr. Fanshawe for the length of time occupied in this work, to which I would add the sub-division of the fields according to water-courses, which must have greatly increased the work of the surveyors without any adequate advantage, as the water-courses are

often changed, and with the great disadvantage of largely increasing the work of the patwaris in making the yearly "girdawari" measurements, as the fields are now sub-divided in 200 and sometimes 300 plots, instead of four or five as in the former settlements. This, however, is the only blot I have discovered in the settlement operations, which have been most admirably carried out and reflect the greatest credit on all the officers engaged in the work.

3. The greater portion of the work has been done by the village patwaris, who have been thoroughly instructed in their duties, and the village maps prepared by them would do credit to a professional engineer. The great value of these officers has been signally shown in the preparation of the census returns, as they have prepared maps of all the towns and villages in the district showing every house which will remain as a most valuable adjunct to the settlement papers.

4. The total cost of settlement charged to Imperial Revenues was Rs. 3,40,046, which Mr. Fanshawe shows will be recovered in 2½th years, as the increase of revenue, including owner's rates, over the rent roll of 1873 is Rs. 1,69,011.

5. The sum of Rs. 14,110 was charged to Provincial Revenues, and Rs. 3,52,189, the pay of patwaris, cost of stationery, &c., has been fully recovered from the district, leaving a balance of Rs. 91,155 in hand. Of this Rs. 14,000 has been made over to the patwaris' fund; and as soon as the patwaris' accounts have been settled the balance will be credited to Government, and will fully adjust the grants made from Provincial Funds. Considering the time occupied in the settlement operations, it must be allowed to have been most economically managed and at the same time without any great charge on the people of the district.

6. In making his report Mr. Fanshawe has followed the order of subjects noticed by Mr. Purser in his report on the Montgomery district as far as the local circumstances allowed.

7. His account of the tribes, particularly the Jats, is a most useful contribution to the ethnology of the Punjab races, and his historical sketch of the district will be invaluable to all officers who, may hereafter be connected with the district, especially as it clears up certain points which have hitherto been only imperfectly known, and on that account liable to misconstruction.

8. The population of the district is estimated at 553,317 souls, of whom 197,051, or 36 per cent. only, are non-agricultural. The number of houses is 136,151 and of shops 7,510, which gives one shop to 18 houses and 4 persons to each house.



9. The people are fairly well off and free from debt. Since the previous settlement only 1.25 per cent. of the Prosperity of the people. cultivated area has been sold, and 5 per cent. mortgaged, and this was chiefly due to the drought of 1877-78. The amount for which the land is mortgaged is  $6\frac{1}{2}$  lakhs, or about two-thirds of a year's revenue, and is chiefly amongst the Ranghar and Rajput villages and in some canal estates. When the uncertainty of the rainfall and the number of famines which have taken place (eight having occurred in the present century, giving an average of one in ten years) is taken into consideration, and it is further remembered that the crops fail badly once in four years, the small amount of mortgaged land is a very remarkable circumstance.

10. Mr. Fanshawe shows that in the drought of 1877-78, 176,808 Deaths amongst the cattle head of cattle died, and the enumeration made in 1877-78 and the returning in November 1878 showed the remaining cattle prosperity of the district in that respect. to be 64,050 oxen and 119,769 cows, so that in fact half the cattle in the district died. Before that time the sales of cattle were estimated to realize 8 lakhs of rupees yearly, and  $1\frac{1}{2}$  lakhs, from the sale of ghi. It will be some time before the country can recover the effect of that season; but the cattle fair returns show that in 1878 at the spring and autumn fairs, 13,355 bullocks were sold for Rs. 3,55,093; in 1879, at these fairs, 18,822 bullocks were sold for Rs. 5,53,544; and in 1880, 24,371 bullocks realized Rs. 7,03,212. All these cattle, however, did not belong to this district alone, as many are brought from the neighbouring districts and Rajputana; but, nevertheless, the figures show a satisfactory proof of the returning prosperity of the district.

Area of the district.  
follows :—

11. The total area of the district is as

			Acres.
Revenue-free lands	...	...	15,509
Unculturable	...	...	66,554
Culturable	...	...	163,336
Fallow	...	...	13,733
<hr/>			
Cultivated...	Canal lands	...	96,375
	Well lands	...	22,335
	Flooded lands	...	9,540
	Rain lands	...	9,65,665
<hr/>			
Total cultivated			8,94,415
<hr/>			
Total area			11,53,547

12. The orders of Government for the assessment of the district were that the Government demand should not exceed the estimated value of half the net produce of an estate, that is, half the net produce received by a landlord in money or kind. Orders of Government in regard to the assessments.

13. The canal lands were ordered to be assessed according to unirrigated rates, and those who took canal water were to pay canal water-rate and owner's rate, calculated at half the occupier's rate, in addition, the owner's rate being credited to the Canal Department.

14. In assessing the canal lands according to unirrigated rates it was found that the average area of land irrigated by canals according to the canal returns was less than that shown by the Settlement Department, and it became necessary therefore to raise the dry assessment of canal-irrigated lands, which now varies from Re. 1-1-5 to Re. 1-6-2 per acre. The dry assessment fixed on the canal lands according to above rates amounts to Rs. 2,54,209.

15. The average area irrigated by the canals from 1866 to 1877, according to settlement measurements, was 86,027 acres; during the kharif harvest of 1879 and rabi of 1880 the area irrigated was only 68,161 acres, being a decrease of 24,166 acres.

16. The owner's rate credited to the Irrigation Department was as follows :—

				Rs.	A.	P.
Kharif 1879	...	...	...	60,868	9	0
Rabi 1880	...	...	...	27,501	0	10
Total				88,369	9	10

The credits for kharif 1880 are as yet incomplete, but it is probable that the area under irrigation will be found still less than in the preceding year; and this decrease will continue until the zemindars thoroughly understand the new system. It must also be remembered that the arrangements now being carried out for the reduction of excessive irrigation on canal lands must also necessarily tend to lessen the area under irrigation.

17. It is very doubtful whether the outlet pipes used on the Bari Doab Canal are suitable to this part of the country, where the soil is more sandy. What is really wanted is, as stated by His Honor the Lieutenant-Governor in the 5th paragraph of Secretary to Government's letter No. 1038, dated 26th October 1880, a quick supply given in a short time.

18. In a thirsty soil like that of the greater part of the Rohtak district the water cannot flow over the land until the soil is completely saturated. With a supply of water from a small pipe this will take a long time to effect, and a good deal of water must be wasted; but with a quick supply the waste is less. The new pipes have as yet only been introduced in No. 12



Rajbaha, where great complaints were made to me of the insufficient supply of water. These complaints I believe to be correct. I trust that the new pipes will not be introduced in the other Rajbahas until the pipes in No. 12 Rajbaha have been thoroughly tested.

19. In a memorandum on owner's rates attached, Mr. Fanshawe shows that the incidence which the difference of dry and wet rates gave on the canal area was Re. 1-6-10, while the incidence of the owner's rates according to the returns of 1879-80 are Re. 1-6-11½; the estimate made by the Settlement Department is therefore fairly accurate.

20. The estimated owner's rate was calculated as Rs. 7,000 above the average deduced from the occupier's rates of the last ten years, and gives the sum of Rs. 1,17,179, so that the loss in 1879-80 was Rs. 28-8-10.

21. Throughout the district the rates fixed for wells varied from Rs. 3 an acre; in Jhajjar, where the floods are more certain, the water sweet and the depth to the water least, to Rs. 2 in Rohtak, where the well area is very limited.

22. The rates in flooded lands varied from Rs. 2-4-0 to Rs. 2 an acre; while in rain lands the rates varied from Re. 1-4-0 to Re. 1-1-0 on the stiffer soils, rausli from Re. 1-3-0 to Rs. 0-12-6, and bhur lands from Re. 0-12-0 to Re. 0-8-6.

23. The rain land assessments have been accepted on the understanding that suspensions of the revenue would be freely given in years of famine and drought. The result of these rates gives a demand which is nearly equal to one-seventh of the value of the gross produce.

Revenue assessed on well, flooded		Initial.	Final.
and rain lands	...	685,704	691,982
Adding the dry assessment on canal land	...	254,209	254,209
Gives the total assessment		939,913	946,191

The progressive demands are for wells protected by leases.

24. In four villages affected with reh-efflorescence the settlement has been made for 5 years only; the remaining settlements have been sanctioned for 30 years.

25. A number of villages in Sampla tahsil have suffered very severely from over-flooding, partly due to the natural drainage of the country, but chiefly to the non-completion of certain drains which were brought to this neighbourhood and allowed to discharge their contents, no arrangements having been made to carry them on further. A detailed report has been submitted on the subject, and it is hoped that the Irriga-

tion Department will be able to take steps to complete these drainage channels, or carry out an alternative scheme of making a new drainage channel to carry off the surplus flood waters of the Gohana and Sampla lands into the Delhi escape channel at Ganga Toli, and so save these villages from the great sickness which always follows the flooding, and the gradual deterioration of the land from the same cause.

26. The settlement has been accepted with but few complaints, and these almost entirely from the proprietors of the Rajput villages in the south of Jhajjar, who are described by Mr. Fanshawe as being very lightly assessed as compared with neighbouring villages, but are men who are only fit for the position of tenants living from hand-to-mouth, with no credit to pledge and compelled to work by the necessity of living.

27. Mr. Fanshawe has specially brought to notice the services of Pandit Maharaj Kishen, who with a thorough knowledge of settlement work combines great independence of character and power of work—an opinion I can quite endorse. The Pandit has always borne the highest character while employed in the Rohtak district. Mr. Fanshawe has also eulogised the services of Munshi Alim-ullah, now employed in the Sirsa settlement at Fazilka, Munshi Jodh Singh, now at Ludhiana, and Munshi Kishen Parshad.

The high character of the work done by Mr. Purser is too well known for me to do more than allude to it; and Mr. Fanshawe has made a name for himself in Rohtak for his kind, genial manners and great accessibility, which has greatly endeared him to the people of the district, as well as the warm interest he has taken in his work.

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Proceedings of His Honor the Lieutenant-Governor of the Punjab in the Department of Revenue and Agriculture,—

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No. —, dated 1st April 1882.

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### READ—

The Settlement Report of the Rohtak district, by Mr. H. C. Fanshawe, c.s., late Officiating Settlement Officer, Rohtak, dated Simla, August 1880.

Memoranda on the revised Settlement of the Rohtak district by the Settlement Officers and Pandit Maharaj Kishen, Extra Assistant Settlement Officer, 1880.

Letter from the Settlement Secretary to the Financial Commissioner, No. 1234, dated the 5th December 1881, submitting, with other enclosures, the above-mentioned final Report.



**RESOLUTION.**—The Rohtak district constitutes the eastern portion of the Hissar Division, and lies south-east of the Punjab proper on the confines of Rajputana. It is a part of the old Delhi territory, which was formerly under the Government of the North-Western Provinces, and was transferred to the Punjab after the mutiny. The three northern sub-divisions, known as Gohana, Rohtak and Sampla, have, nearly the whole of them, been under direct British administration for more than sixty years. But the 190 villages of the Jhajjar tahsil, and 29 other villages, of which 26 are in the Sampla tahsil, were under the rule of the Nawabs of Bahádargarh and Jhajjar until they were confiscated on account of the misconduct of those chiefs during the mutiny. The area of the district is, approximately, 1,800 square miles. The population is stated in the Settlement Report at 553,317 souls; and, according to the recent census amounts to 553,609, or nearly the same number. Eighty-six per cent. of the people are Hindus, and about half of the Mussalmans are comparatively recent converts from Hinduism. The district is distinctively a Ját country, Hindu Játs owning sixty-seven per cent. of the area. Twenty-seven per cent. of the inhabitants are village servants and menials, eleven per cent. are Brahmans, nine per cent. are traders, four per cent. are Mussalman Rajputs, and three per cent. are Ahirs. The numbers of other classes are not considerable.

2. The surface of the country, although flat, is not perfectly level. Undulations occur everywhere; and two parallel lines of small sand hills run down the centre of the district from north to south. The soil is, for the most part, an alluvial loam of great fertility; but on the higher ground and elsewhere, particularly in the Jhajjar tahsil, the loam gives way to sand; and clay soils are found in the depressions. The loam is called *rausli*, the sandy soil *bhur*, and the clays *dúkar* and *matiyar*, according to their consistency. The limits of cultivation have been generally reached; and there is little room for its expansion, except in some portions of the Rohtak and Jhajjar tahsils. The soil is not exhausted; but in a few places, particularly towards the north-east and east, the *reh* evil, or saline efflorescence, is perceptible.

3. Irrigation is obtained from canals and wells, and, in a few villages, from natural flooding. The canals are

distributaries of the Western Jumna system. The Butána and Rohtak Canals draw their supply from the Hissar branch of the Western Jumna canal; they enter the Rohtak district in the north, and water a great part of the Gohána tahsil and a comparatively small tract in the neighbourhood of Rohtak. A good many villages along the eastern boundary of the Gohána and Sampla tahsils are irrigated by water-courses from the Delhi branch of the main canal, which is from three to seven miles distant from the edge of the district. There are 2,088 wells in use for irrigation. Acres 96,875 are watered by canals; acres 22,335 by wells, and acres 9,510 by natural flooding. The cultivation of 765,665 acres, or eighty-six per cent. of the whole area, depends entirely on the rainfall, which has averaged  $19\frac{1}{2}$  inches during the last 19 years. As droughts occur, the insecurity of this cultivation is the most noticeable point in the rural economy of the district. Local officers will do well to remember how extensive must be the effect in Rohtak of a failure of the rains at a critical time of year.

4. The natural flooding is due to drainage lines and to a stream in the south of Jhajjar. Rohtak is the only district of the Province, except Hissar, which is untouched by a river. In point of size, it is little above half the average; only five Punjab districts are smaller; fifteen have a larger population; if the owner's rate be included in the account, no more than five districts pay a larger revenue from the land. The Játs, it is well known, are admirable cultivators; and, except in years of drought, meet the revenue demand with great punctuality. The village homesteads are built compactly and in such fashion as to be fairly defensible against attack from without. Their plan of construction, the large areas attached to them, and the general absence of scattered hamlets or abodes, are vestiges of former anarchy. In the Harriana country, lying in the track of invasion from the north-west, and on the border land between Sikh, Mahratta and Mogul dominion, peopled by manly tribes, habitually at feud with each other, and often in rebellion against the ruler of the day, cultivation could only be carried on within reach of places of refuge. The habits bred in times of war and turbulence have outlasted the establishment of peace and order.

5. The early fiscal history of the Gohána, Rohtak and Sampla tahsils may be briefly described as a succession



of summary settlements in all of which the demand was pitched too high. At length, between 1837 and 1840, regular settlements were made by Mr. U. Gubbins, Mr. M. R. Gubbins and Mr. J. B. Mill. Even then an excessive revenue was at first imposed which, however, was never fully collected. A revision was quickly directed, resulting in a reduction of Rs. 1,21,469 or 16 per cent. From the time of the execution of this measure, cultivation and prosperity have steadily and greatly progressed. The Jhajjar and Bahádargarh estates were summarily settled in 1858 after the confiscation, nearly the whole work being done by Mr. J. S. Campbell. In 1863 a regular settlement was completed, and the period was fixed so as to end simultaneously with that of the rest of the district in 1870. The Bahádargarh and Jhajjar villages have improved; but, as a rule, they are less strong than the adjoining estates of the old Rohtak district.

6. The operations of the present revised settlement began in 1873 and ended in 1879. Mr. W. E. Purser was in charge of the settlement for three years and two months; Mr. H. C. Fanshawe for two years and three months; and Mr. C. L. Tupper for seven months during Mr. Purser's absence on furlough. Every stage of the work, except that of fairing the records, was started by Mr. Purser. The final report has been prepared by Mr. Fanshawe. The measurements, carried out under a system prescribed by Mr. Purser, were subjected to the test of comparison with the areas of a revenue survey made by a professional party between 1875 and 1877. The difference between the total areas of the two surveys was only 5 square miles, or 27 per cent. in the whole district. Great credit is due to Mr. Purser for the accuracy which his arrangements secured.

7. The basis of the assessment was the previous revenue rates corrected according to the results of the inquiries made by the Settlement Officers. Little assistance was derived from a consideration of rents, because produce rents are rare, and true rents scarcely occur except under special circumstances. The lands are tilled, as a general rule, by their owners. Of a total area of 993,263 acres held for purposes of cultivation, 82 per cent. is in the hands of the proprietors, and only 18 per cent. in the hands of tenants. Nearly one-half of the tenants also own lands either

in the villages where the plots are leased or elsewhere. Moreover, the majority of the tenants pay no more than revenue and cesses; and of the rest, most pay some small charge in excess of that amount, but below the competition value. Produce estimates were framed in the usual way; but were utilised rather to check results otherwise obtained than as the foundation of the proceedings. The Settlement Officers assumed that the demand of the last Settlement was fair at the time; and then, having regard to the increase in cultivation and resources, fixed, as a possible revenue, a proportionately higher sum. The aggregate thus arrived at was distributed over the various classes of soils; and rates framed in this way were applied to representative villages and corrected till they appeared to be suitable for generalisation. Great pains were taken properly to select the representative villages for the experimental application of the rates. The villages were ranked according to their cultivation, soils and number of inhabitants; and again according to the incidence of the old demand upon the present area of cultivation. A village which occupied nearly the same place in both lists was taken as a representative village.

8. In canal-irrigated tracts, the Settlement Officers had to perform the novel task of assessing the owner's rate under Act VIII. of 1873. The canal lands were first assessed at wet rates on the ordinary method, like any other irrigated lands. They were then assessed at the ordinary dry rates of the circle, according to the description of soil. The difference between the totals arrived at by these two assessments constituted the total demand which should be levied as an owner's rate. But, as it had been decided that the owner's rate should bear a fixed proportion to the occupier's rate, the sum above described, *i. e.*, the wet assessment minus the ordinary dry assessment, was compared with the average proceeds of the occupier's rate during a period of ten years. It was found that the nearest simple fraction of the occupier's rates which would represent the difference between the wet and dry assessment was one-half. But when rates calculated at half the average occupier's rates were added on the ordinary dry rates, the resulting assessment was less by Rs. 26,908 than that obtained by following the usual processes; and, as the condition of the villages did not call for this reduction, it was determined to raise the dry rates in the canal circles. As is



observed by the Officiating Financial Commissioner, it will be important for the District Officers to remember that the dry rates in these circles "represent rather the rates which could be fairly imposed on such of the canal lands of an estate as temporarily ceased to take canal water, all the other advantages accruing to such lands from the presence of the canal remaining unimpaired, than the rates which could be levied on the lands if the canal irrigation were totally discontinued." Cases in which the dry assessment may require reduction if canal irrigation is withdrawn have been noticed in the village note books. In the canal villages only the dry assessment has been announced as fixed for the term of settlement. The owner's rates will be paid on the land irrigated in each year ascertained by annual measurements; and will be taken in the proportion of half the occupier's rates so long as the latter remain unchanged. The Settlement Officer reports that he has frequently discussed the new system with the people; that they thoroughly understand it; and that they are one and all in favour of it as the fairest to themselves.

9. The general result of the whole Settlement was to raise the assessment by Rs. 1,73,717, or 19.51 per cent. above the revenue of 1878-79. Distinguishing the owner's rate, the totals were these:—

	Rs.
(1.) Revenue of 1878-79.	... 8,89,653
(2.) Revenue assessed—	

	Rs.
Land Revenue	... 9,46,191
Owner's rates	... 1,17,179
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	10,63,370

Difference between (1) and (2) ... + 1,73,717

The incidence of the new revenue, including the owner's rate, for each tahsil and for the whole district, is as follows:—

Tahsil.	On cultivation.			On assessed area.			On total area.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Gohána	1	11	0	1	6	10	1	5	3
Rohtak	0	13	6	0	11	3	0	10	7
Sampla	1	5	6	1	2	11	1	1	8
Jhajjar	1	1	4	0	14	0	0	12	10
Total	1	2	11	0	15	10	0	14	9

Roughly the rate of incidence is nearly a rupee per acre of assessed land. The increase on the current revenue demand was 27·67 per cent. in Gohāna; 7·6 per cent. in Sampla; 9·18 per cent. in Jhajjar, and 39·91 per cent. in Rohtak. In the last named tahsil, cultivation had increased 57 per cent. since last Settlement, and the old rates were particularly light. It was not practicable to raise them to the level of perfect equality with the rates in the other tahsils; and, although the enhancement is relatively greater in this sub-division than elsewhere, the incidence of the new revenue per acre is lighter here than in any other part of the district.

10. The assessments were announced in the summer and autumn of 1879, and have since worked very well. The outstanding balance in the Rohtak district at the end of December 1881 was Rs. 950, all in certain Rajput estates of the Jhajjar tahsil. Sir Robert Egerton marched through the district in January 1881, and feels no doubt as to the character of the Settlement. He believes that the work has been well and thoroughly done. Every important question connected with the Settlement has, at one time or another, been referred for the orders of Government; and orders have been passed on all such questions. The assessments were also separately reported and approved.

11. The great improvement in the agricultural condition of the district had given rise to an expectation of a considerable enhancement of the demand. During the term of the expired Settlement, cultivation increased by 52 per cent., irrigation by 51 per cent., and population probably by about 25 per cent. since 1840 in the northern tahsils, and by 8 per cent. in Jhajjar since 1868. The rise in the price of the agricultural produce which is chiefly sold by the people may be estimated at one-third or thirty-three per cent. Under these circumstances, an actual enhancement of rather more than 19 per cent. seems moderate and appropriate. His Honor the Lieutenant-Governor sanctions the Settlement for a term of thirty years from the autumn harvest of 1879; but on the understanding that, in the case of all unirrigated lands, the revenue assessed is one which is to be paid in full in ordinary years, but which the Government does not expect to realise at once during severe or long-continued draughts. In such seasons suspensions will be freely given; and it is



the duty of the District Officer to bear this in mind and to submit prompt proposals for the suspension of the demand when its immediate realisation would entail hardship on people afflicted with failure of crops. The point which the Lieutenant-Governor desires to impress upon the local officers is that they should observe with vigilance the working of the assessments of the unirrigated lands in all seasons of scanty rainfall. It is meant that relief shall be afforded whenever it is required; and the responsibility for bringing material facts to notice rests with the Deputy Commissioner.

12. If these orders are duly acted upon, Sir Robert Egerton believes that the existing land revenue system possesses quite enough elasticity to meet the circumstances of the Rohtak district. On the canal lands, a great portion of the demand will always fluctuate with the actual cultivation of the year, because it will be taken in the form of the owner's rate. At the same time, the Lieutenant-Governor will raise no objection to the instructions which the Officiating Financial Commissioner has proposed to issue in regard to certain villages in the Jhajjar tahsil which are exposed to flood. The Deputy Commissioner may report the matter if the villages are found to suffer from a fixed system of assessment; and the confirmation of the Settlement for 30 years will be subject to any alteration which may be found necessary in these cases. Similarly, the assessments of the villages suffering from swamp and *reh*, mentioned in paragraph 105 of the Report, and situated in the Gohána and Sampla tahsils, are sanctioned for five years only, and will come under revision in the autumn of 1884.

13. Coming now to the further points noticed in the letter of Colonel Davies, Officiating Financial Commissioner, the Lieutenant-Governor remarks that the account of past famines given at pages 45—49 of the Report deserves the attention of all who may be concerned with the revenue management of the district. There have been eight famines, at irregular intervals, during the present century; the last being the fodder famine of 1877-78, in which it is estimated that about half the cattle of the district disappeared. The Lieutenant-Governor agrees with Colonel Davies that the remaining village jungle lands should be protected for grazing purposes, as proposed in the 69th paragraph of the Report. The reserves of Jhajjar and Bahádargarh are already being examined by the Forest Department.

14. The attention of the Inspector-General of Police will be invited to the remark in paragraph 62 that only one District Superintendent of Police has held continuous charge for a whole year since 1871.

15. Paragraph 74 of the Report, together with the Officiating Financial Commissioner's remarks thereon, touching the practice of giving water out of turn in times of pressure, and the aid in effecting canal clearances which the Canal Department might derive from the influence of the District Officers, will be referred to the Irrigation Department for consideration.

16. As is proposed, the working of the Settlement should be carefully watched in villages subject to the *reh* evil mentioned in Mr. Fanshawe's 75th paragraph.

17. The Deputy Commissioner should bear in mind the remarks in paragraphs 104, 105 and 107 of the report on the spread of *dab* grass, the drifting of sand over cultivation, the falling out of use of wells, the possibility of redistributing the internal rating of an estate, the more or less experimental character of the canal assessments, and other matters, on which success in the revenue administration of the district will greatly depend. His Honor concurs in the opinion expressed in the Report, that no Settlement Officer can hope to be right in his assessment of every village; and that, though the work of the Settlement Officer should not be lightly attacked, it should be subjected to constant scrutiny with special regard to individual cases of apparent hardship.

18. The question of fixing a special instalment for the portion of the revenue paid out of the proceeds of the sugar-cane crop may, if necessary, be submitted for separate orders.

19. The mistake made about the rate of the school cess should be rectified. The rate should be one per cent. throughout the district, as recommended by Colonel Davies.

20. Legislation is contemplated in regard to the levy of cesses on the owner's rate, and no orders on this subject are, at present, required.

21. The record-of-rights is sanctioned, and the Lieutenant-Governor hopes that no pains will be spared to ensure its efficient maintenance. The village *note-books* should also be duly kept up to date.



22. His Honor fully approves the remarks of Colonel Davies on the subject of the newly-appointed Zaildars and chief headmen. The zaildari system may become extremely valuable if it is properly looked after; and much depends on the course taken by the Deputy Commissioner during the first few years of its existence, when no bad traditions should be allowed to spring up.

23. Mr. Fanshawe apologises in his 122nd paragraph for delay in completing the settlement and in his final paragraph for shortcomings in his Report. In the Lieutenant-Governor's opinion both apologies are unnecessary. Judged by the standard of other regular settlements, the time occupied by the Rohtak settlement was not particularly long. Mr. Fanshawe's Report, though written under the pressure of Secretariat work after he had left the Rohtak district, is, Sir Robert Egerton considers, an excellent one. His Honor has read with much interest the valuable account of the tribes and tribal locations of the district, and the record of the events of 1857. There is a practical tone about the Report which will make it specially useful to District Officers; and it contains evidence throughout of much knowledge of the people manifestly resulting from a habit of genial intercourse with them. Sir Robert Egerton entirely endorses the praise which the Officiating Financial Commissioner has bestowed both on Mr. Fanshawe and on Mr. Purser. The experience and capacity of the latter officer were the mainsprings of the whole work. The thanks of Government are also due to Pandit Kishen, who rendered able assistance in the later stages of the settlement. Till September 1875 the post of Extra Assistant Settlement Officer had been creditably filled by Rai Bakhtawar Lal.

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ORDER—Ordered, that the above Resolution be communicated to the Financial Commissioner for information and guidance, and to Mr. Fanshawe for information.

Also that the Resolution and the papers read in the preamble be submitted to the Government of India, Revenue and Agricultural Department, for confirmation of the sanction of the Settlement for a period of thirty years, subject to the exceptions and reservations made above.

# ORDERS

ON

## THE ROHTAK SETTLEMENT REPORT.

No. 476 R., dated Simla, the 1st September 1882.

From—E. C. BUCK, Esquire, C.S., Secretary to the Government of India, Revenue and Agricultural Department,

To—The Secretary to Government, Punjab.

I AM directed to acknowledge the receipt of your No. 192, dated the 1st April last, forwarding the Report of the Settlement of the Rohtak District for confirmation, subject to certain restrictions, for a period of 30 years.

2. The following is a summary of the most noticeable points in the Report. The district contains 1,800 square miles, and a population of about  $5\frac{1}{2}$  lakhs, of whom the great majority are Ját cultivators, hardly to be excelled as agriculturists in any part of India. Since the settlement of 1840 was revised and reduced, the district has been prosperous, and a large increase has occurred in the cultivated area. A large proportion of the district, however, is entirely unprotected from drought. The rainfall averages less than 20 inches; droughts are frequent, and, owing to the unusual proportion of cattle which go to make up the wealth of the district, are more disastrous than elsewhere. The total cultivated area is somewhat less than 900,000 acres; and of this the area protected by canals is stated to be 96,875 acres, and by wells 22,335 acres. Some 9,540 are partially protected by floods, but the great bulk of the cultivated area, or 765,655 acres, is shown to be wholly dependent on rainfall. In other words, not more than 13 per cent. of the total cultivated area can be said to be protected; and in a bad year there is in many of the unprotected villages absolutely no crop. Of the terrible loss to which they are exposed no stronger proof can be brought forward than that given in paragraph 13 of the Punjab Government Resolution, to the effect that in the fodder famine of 1877-78 half the cattle of the district disappeared.



3. The present settlement was begun in 1873 and ended in 1879, and the Lieutenant-Governor is satisfied that the work was well and thoroughly done, and at a very moderate cost. The basis was the previous revenue rates. It is noticed that produce rates are rare, and true rents exceptional, as lands are generally tilled by their owners. Produce estimates were rightly used to check results, but not as the foundation of the proceedings. The increase was based on increase in cultivation, and on, what is not so clearly intelligible, increase in resources.

4. The general result was to raise the assessment by some  $19\frac{1}{2}$  per cent. above the previous revenue. The average incidence is nearly Re. 1 per acre, and the increase varies from 40 per cent. in the Rohtak tahsil, where cultivation had increased 57 per cent., and the rates have been, and still are, exceptionally light, to 7.3 per cent. in the Sampla tahsil. The assessments which were announced in 1879 have since worked well, and the general increase is justified by the fact that cultivation had increased by 32 per cent., irrigation by 51 per cent., and population by 25 per cent., while the selling price of agricultural produce is estimated to have risen by 33 per cent.

5. In these circumstances the Lieutenant-Governor sanctions the settlement for 30 years, on the understanding that in the case of all unirrigated lands the *revenue assessed is to be paid in full in ordinary years, but is one which Government does not expect to realise at once during severe and continued droughts*; and in such seasons suspensions will be freely given, and district officers are specially warned to watch the working of the assessments on unirrigated lands with vigilance, and to make prompt proposals for suspension in years of scanty rainfall.

6. In villages which are exposed to flood, the confirmation of the settlement is provisional, subject to further report, and in villages which suffer from swamp and reh the settlement is only confirmed for five years. The necessity of protecting village jungles is insisted on, and notice is drawn to the necessity of efficiently maintaining the record of rights and village note-books.

7. I am desired to accord the entire approval of the Government of India to the instructions issued by His

Honor the Lieutenant-Governor in the Resolution to which reference has now been made.

8. There remain some points, however, upon which I am desired to communicate further remarks. In the first place, the Government of India does not wish to lose this opportunity of declaring its preference for a system of moderate assessment with suspensions, rather than one of full assessment with remissions of the demand in bad years, in any district in which the outturn is subject to much oscillation. It is true that, however light an assessment may be, the agricultural population do not, as a rule, put by the savings of good years to meet the deficiencies of bad ones; but there appears to be no reason why the process should not be reversed, and the deficiencies of seasons of failure be met by the surplus of future seasons in which the harvest is abundant. But, whatever system may be adopted, it is absolutely necessary that the method under which relief is to be given should be certain and definite. Agricultural operations must be sustained under recognised rules, which must not be left to the unguided discretion of individual officers, nor should they be liable to alteration, when avoidable, according to the practical necessities of the year. At the time when the drought of 1877-78 occurred the revenue was admittedly light, and yet the unfortunate consequences of collecting the revenue without suspensions in that year are only too clearly brought out in the present Settlement Report. The Government has now had before it so many instances of agricultural distress having been caused by the absence of timely relief under the strain of drought, fever, and loss of cattle in the years immediately preceding 1880; that it has been constrained to prepare for submission to the criticisms and consideration of Local Governments definite rules for the remission and suspension of land revenue in seasons of failure. Rohtak is a district to which these proposals will have special application. Pending, however, the elaboration of any more general measures which may be taken, the Government of India trusts that His Honor the Lieutenant-Governor will insist in the most stringent manner on the orders in paragraph 11 of the Resolution being fully and generally carried out.

The next point on which I am desired to intimate the views of the Government of India is the necessity of



adopting effective measures for the establishment of some system of grazing or fodder reserves, which may save the cattle from starvation in a year of drought. The fact that a quarter of million of cattle, one-half of the estimated number of cattle in the district, could disappear in one season, mostly, it is to be feared, through death from starvation, is a startling fact, which necessitates the serious consideration of Government. Not only must the loss of capital involved in the death or disappearance of half the cattle of the district reduce a large portion of the agricultural population to a condition of immediate poverty and distress, but the impossibility of supplying their place within a considerable period must go far to hinder the recovery of the district from the terrible blow which it is liable to sustain in a year of drought. The Settlement Officer has shown that the loss of produce experienced in a rainless season is often made up by the increased outturn due to what is aptly termed the enforced fallow of the famine year. But this natural means of recovery is rendered of no effect if cattle are allowed to die. The Government of India will not in the present communication enter into any detailed discussion of the method which may be best adopted to ensure the provision of some efficient protection to cattle under a failure of rain in such a district as that of Rohtak. The subject is one which is occupying its attention, and a farther and separate communication will be made to the Local Government on the matter. But it trusts that in the meantime the question may receive the earnest consideration of the revenue and settlement authorities; and that when the Local Government is consulted it may be prepared with definite proposals for the adoption of effectual measures, whether for the establishment of grazing reserves throughout this and other districts of a similar character, or for the storage of hay or other fodder in years of good rain.

10. I am further to point out that, so long as no protection of the kind indicated in the preceding paragraph is afforded, the enormous loss of cattle to which the community are liable in years of drought may be found to require more complete measures of relief than are afforded by suspensions or even remissions of revenue. The loss is one which entails in many cases a diminution of the produce for many years, and involves a deterioration of the agricultural wealth of the country which Government, in its own interests as well as

those of the community affected, cannot allow to occur. Advances should, in case of need, be given to cultivators, as well as to proprietors, which may supply the capital necessary for the efficient maintenance of agricultural operations. The Government of India trusts that in the present case careful enquiry has been, and will continue to be, made into the condition of the cultivators or cultivating proprietors who have suffered considerable loss by the death of cattle, and that special leniency in the application of the new revenue rates will be shown to villages which have been thus afflicted, care being taken to extend any relief which may be afforded, to cultivators as well as to proprietors.

11. Of the adequacy or the inadequacy of the rates which have been imposed, the Government of India cannot take upon itself to form any certain judgment. No accurate decision on this point can be formed without local knowledge. The only section of the statistics which it can venture to discuss is that which deals with the total enhancement of revenue. This is for the whole district 19 per cent. Seeing that, without regard to improved irrigation, the cultivated area has increased by 32 per cent., and that the former rates were not otherwise than light, the new demand, which is not quite Re. 1 per acre on the total area of assessed land, is not likely to be in any way oppressive in ordinary seasons. Nor, if the instructions of His Honor the Lieutenant-Governor as contained in his 11th paragraph are carried out,—to watch the working of the assessments of the unirrigated lands in all seasons of scanty rainfall, and to afford relief whenever required,—need any apprehension exist that the new revenue demand will interfere with the prosperity of the district.

12. The Government of India is therefore pleased to sanction the assessment for a period of 30 years from the autumn of 1879, under the conditions prescribed by the Punjab Government in the 10th paragraph of its Resolution.

13. With regard to the further protection of the district against drought and loss of fodder, the Government of India would be glad if the Government of the Punjab would take under consideration the desirability of deputation, in the first place, a canal officer to report on the feasibility of extending canal irrigation to other parts of the district, and, in the second place, a forest officer to report on the



extent to which grazing reserves can be established,—in each case after such consultation with the district officials as the Government of the Punjab may direct. Should His Honor think it expedient to adopt this course, the Government of India would be glad to receive early intimation of the result of any enquiries that may be made, with the view of considering with the Punjab Government in what manner financial arrangements can best be made to secure the protection of the district against the deterioration of agriculture, to which it is subjected by the frequent occurrence of drought.

14. The position of tenants in the Punjab is under discussion in separate correspondence, and need not therefore form the subject of particular remark in connection with the present Report. But the Government of India notice that, although tenants occupy only a comparatively small percentage of the entire area, their number (40,000) is sufficiently large to entitle them to more special mention than has been awarded to them by the Settlement Officer. The Government of India would be glad if, in connection with the correspondence to which reference has been made, some further information might be obtained from the Settlement Officer regarding the position of tenants in this district. The fact that tenants-at-will are on half the area cultivated by them paying only revenue rates, would seem to indicate their possession of a better status than that ordinarily designated by the term "tenants-at-will." The signification of lump rates as distinguished from rentals in the 83rd paragraph, in which tenants' rents are discussed, also requires further explanation, which might be at the same time afforded.

15. The remarks of the Settlement Officer on the necessity of keeping up the note-books initiated by the Settlement Officer are very valuable. The Government of India is anxious that the expense and labour which have been devoted to the investigations which are involved in settlement operations should not be thrown away by any neglect to maintain a continuous statistical and historical record of each estate, and is glad to perceive that the Punjab Government has in the 14th paragraph of its Resolution confirmed the conclusions of Mr. Fanshawe in this respect. It trusts that similar instructions have been given to the Deputy Commissioners of other districts in which the settlement has lately been completed.

16. In conclusion, I am desirous to express the satisfaction of the Government of India with the character of the report now under notice. It gives a clear and interesting picture of the real condition of the district, and appears to be in almost every respect the model of what a Settlement Report should be. The Government of India is glad to endorse the approval which it has received in the final paragraph of the Resolution of the Punjab Government.

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