

IN TWO VOLUMES

VOLUME - II

CHAPTER VIIINAVSARI PRANTKHANDERAO GAEKWAD : 1860-1870SECTION - IProblems of ruler and Policy :

The lack of funds and loss of revenue by agents of revenue management and collection, were also the problems of the state in the Navsari division in 1860. And it was towards these two problems essentially, that Khanderao's Gaekwad's policies were directed. ✓

Measures : The measures of the ruler to remedy the situation and so improve the condition of state finances, as well as to bring about a better management of the talukas- therefore, ranged from administrative reorganisation, survey and settlement, to the removal of the izara system.

(1) Organisation of talukas : ✓

One of the earliest measures of the state was the organisation of Navsari taluka in 1860¹. This was done by dividing the taluka into two, for better management, and by the farming out of the two divided blocks, for revenue collection.

1. File 263/34, S.S. Report, Navsari taluka, 1891, HPO, CRO.

(2) Survey and Settlement and Enhancement :

Survey operations were conducted in the Navsari division during the years 1864-1869². The survey of 1864-65, based on British pattern, was the first scientific and systematic attempt to measure, classify and assess land, and hence, a novel approach in the dealing of problems in the land revenue system. ✓

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2. (a) In Balsar (Palsana) one village was surveyed in 1865. Annual report, 1865, About Jarif Mapni, DN 11, Pudka 5; According to another document i.e. the Survey and settlement Report, Palsana 1892, Palsana, was surveyed in 1864, File 263/66, HPO, CRO.
- (b) In Velecha - Vakal the survey took place in 1865, S.S. Report, Velecha, Vakal, 1891, File 263/29.
- (c) In Navsari taluka the survey was done in 1864, S.S. Report, Navsari, 1891, File 263/64.
- (d) The Mahuwa taluka, was surveyed in 1865, and 33 villages were surveyed. Annual report 1865, About Jarif mapni, DN 11, Pudka 5;
- (e) Variav taluka surveyed took place in 1867 and the settlement was made for 10 years in government lands. Notification about Tharav (settlement) of bighoti of Moje (village) Limbda, Pargana Vasarai, 1867, DN 5, Pudka 3; Jarif Mapni. Ferisht 1, Sarsuba Office, Navsari Prant Chitnisi.
- (f) The work of settlement of bighoti done by Ganesh Raghunath during 1866-68, in Gandevi taluka, Report of Suba Navsari to Sarsuba dated Vaishakh 1869, DN 8, Pudka 2; 1869.
- (g) By 1869, survey of the Rasti mahals (i.e. Peaceful areas) was complete but of rani mahals (i.e. forested areas) not done Letter from Suba to sarsuba dated Kartik 1869. DN 8; Pudka 3; Ferisht 13; Jamabandi papers, Navsari Prant Chitnisi.
- (h) Jarif Mapni for Variav was done by Ganpatrao Bapu, DN 12, Pudka 2; Ferisht 2, Sarsuba Office, Navsari Prant Chitnisi.

These survey rates brought in higher demands and hence a better income to the state.³

In fact, these enhancements and those made prior to the survey and settlement as well,⁴ clearly indicate the avowed intention of the ruler to improve the state finances.

While one of the objects of these operations was to record all land in possession and cultivated by the

3. (a) The demand increased from 20 lakhs of the izara days to 31 lakhs after 1865, in Navsari taluks, S.S.Report, Navsari 263/34, 1891.

(b) It increased by 22-2/5% in Gandevi by the raising of Bagayat rates by Rs.5 and Kiani rates by Re.1, in 1864; it again increased by 49 1/5% in 1865-66, *ibid*.

(c) The income of state from the prant increased by 17.6% during 1864-69, Note : The percentage has been calculated from the below given files statement of income 1869 DN 2; Pudka 1; Ferisht 4, Statement of income 1864-DN 1; Pudka 1; Ferisht 6. Sarsuba Office, Navsari Prant chitnisi.

(d) Note : The rise in rates in Variav Kasbo - Land revenue per bigha in 1862 was Rs. 5-4-0; in 1863 - Rs. 6-9-0; in 1864- Rs.10-0-0 Application of cultivators of Kasb. Vario dated 30th May 1872, DN 12; Pudka 2; Ferisht 2; Sarsuba Office, Navsari Prant Chitnisi.

(e) The demand of Mahals of Kamrej, Timba, Kathor, and Variav increased by 45.1% from 1859 to 1876, Note : greater rise accrued during the period of Khanderao as per his policies. The percentage has been calculated from the statistics in file 263/50, S.S. Report 1892, Kamrej taluka.

4. (a) The increase was of 4.6% from 1856-1858; of 2.1% from 1856 to 1859; of 2.4% from 1859 to 1860; and of 59.1% from 1860-1875. in Songadh taluka.

Note : The calculations are based on the statistics of the following file, S.S.Songadh taluka 1902, p.8, Book No. 5421, CRO.

(b) Refer increase in rates of Vario footnote 3, Chap. VIII item (d and e).

Khatedar, and so get correct income from the Khatedar⁵, the survey was also an instrument of - (1) introducing direct contact with the cultivator, and assessment in cash by the raiyatwari and bighoti systems respectively and (2) of raising the demand in the opportunity provided in the fresh settlement which was to be for a period of ten years.

Illustration of Rates :

The new rates fixed as per the survey and classification, were broadly speaking on three categories of land. These categories were 'uttam' (good); Madhyam (medium) and Kanishtha ✓ (poor) soils - being the jirayat rates and Kiari on irrigated soil and grassland or 'popda' as it was called.

An idea of these rates is to be had from the instances of villages of Limbada⁶, in taluka Vasrai, Kosamba⁷, Hathoda⁸, in Hathuran⁹, and the prant in general.¹⁰

5. Where holbandi tenure existed as in Vakal, petamahar of Velecha taluka, where land was being cultivated than had been recorded for assessment Sothe sarkar lost revenue. File 263/29, op.cit.

6. Rates in different villages	Rs. per bigha
LIMBADA : Jirayat of Uttam	10
(i) Rates of madhyam	5 "
of Kanishth	4 "
(ii) Rates for grassland (Popda)	2 "
(iii) for giras	4 "

Notification about Tharav (bighoti settlement) of village Limbda. Pargana Vasrai 1867, DN 5; Pudka 3; Jarif Mapni, Ferisht 1; Sarsuba Office, Navsari Prant Chitnisi.

Measures Against Izara System :

The izardar's activities being unduly oppressive in this division,¹¹ far away from the state headquarters, the

7. Rates in Kosamba for 10 years.

- i) Jarayat - Uttam - Rs.5 per bigha
- " Madhyam Rs.3 per bigha
- ii) Grassland i.e. popda Rs.2 per bigha
- iii) Kiari Rs. 10 per bigha

File Ibid, Ferisht 3/1.

8. Rates in Hathoda for 10 years.

- | | |
|---------------|--------------|
| i) Jarayat | Rs.per bigha |
| Uttam | 7-8-0 |
| Madhyam | 6-8-0 |
| Kanisht | 5-8-0 |
| ii) Grassland | 3-0-0 |
| iii) Kiari | 9-0-0 |

File Ibid, Ferisht 4.

9. In Hathuran.

- | | |
|--------------------|--------------|
| | Rs.per bigha |
| i) Jarayat - Uttam | = 6-8-0 |
| Madhyam | = 5-0-0 |
| Kanisht | -- |
| ii) Grassland | 3-0-0 |
| iii) Kiari | 11-0-0 |
| iv) Girassia | 2-0-0 |

DN 5; Pudka 4; Ferisht 5, Ibid.

10. Rates as per jarif mapni in prant Bighoti Settlement 1866.

- 1. Kiari - Rs. 15 per bigha (uttam)
- 12 per bigha (Madhyam)
- 10 per bigha (Kanisht)
- 2. Jarayat 9 per bigha (Uttam)
- 7 per bigha (Madhyam)
- 6 per bigha (Kanisht)

- 11. In 1864 there were complaints from the cultivators of Kasbo Navsari of Izardars having exacted more Jamabandi than had been agreed upon in the settlement. Application dated 3rd Phalgun 1864, DN 1; Pudka 15; Ferisht 11, SSO, NPC.

contd..

ruler attempted to remove the system and introduce instead direct management by the government. In fact, the removal of the farming system was a part of the new settlement after the survey operations.

The izara system was thus removed from Velecha Vakal in 1865,¹² from Navsari too in 1865¹³, and from Palsana in 1864.¹⁴ No doubt, in the latter it was re-applied during the rule of Khanderao Gaekwad itself.

Prior to the removal of the system, the prant was farmed to Gopalrao Mairal, who in his turn had sublet the mahals, and villages according to his convenience.¹⁵ In such a system, therefore, the government had no direct interference in administration, nor contact with the raiyat. The system, moreover, worked against the interest of the cultivator, providing scope for his exploitation.

11. cont..

Note: The activity of the izardars in raising the revenues. Thus when in 1860 the ruler split Navsari into two, in order to regularise the revenues, the competing izardars of the two blocks raised the revenues from 9 lakhs of 1856 to 15 in 1859 and to 20 in 1862. It is to be imagined how the cultivators would have been squeezed in the process. File 263/34, op.cit.

12. S.S. Report, op.cit. File 263/29.

13. File 263/34, op.cit.

14. File 263/66, op.cit.

15. Administration report, Navsari division, 1876, from Suba to Sarsuba, dated 20th April, 1876, DN 106, FN 628.

(4) Measures as regards barkhali lands :

The ruler was not much concerned about the alienated lands in this division, they being relatively few here.¹⁶

A Discussion of the Measures :

(a) As regards survey : Whilst the ideas of the state in fixing survey rates appear to be good, they were not really so, and neither were its results satisfactory.

Though a classification of land was made as per quality of soil, this classification was not detailed for all categories. For instance, the three categories of land seen for

16. (a) In Mahuwa taluka, government land was 93.7% and barkhali 6.2%. Annual report 1865. Jarif Mapni results, DN 11; Pudka, 5;

(b) In Balsar (Palsana) taluka government land was 98% and barkhali 1.9%, *ibid.*

Note: These percentages have been calculated from the statistics of the file.

(c) In 1875, the Navsari division had 94% of government villages and the rest alienated.

Note: (1) the figures of 1875, can be taken to illustrate the extent of government and barkhali lands as no significant change in their proportions took place since Khanderao time.

(2) The percentage has been collected from the statistics in the below given file.

Administration report, Navsari, 1875-76, DN 106; FN 628.

jarayat, were not present in the kiari land of those very villages¹⁷ - though the categories do appear in Kiari land of the prant in general¹⁸. This indicates that the survey work was not uniformly detailed nor was it accurate.¹⁹

Moreover, though the land was measured, in most instances no change in the 'ankda' or the lump sum to be paid by the village was made and that was true for the Velecha Vakal taluka.²⁰ Nor did the state, in the case of this taluka have lands even roughly categorized as aval, doyam and soyam²¹ (good, medium and poor). Besides, while high rates were levied on cultivated lands, the uncultivated lands were left un-rated²², and neither was the survey done in all the villages.²³

17. Refer footnotes 6, 7, 8, 9. Chap. VIII.

18. Refer footnote 10 Chap. VIII.

19. In 1869; there were complaints that the survey was inaccurate and that incorrect entries had been made in the Khatedar's account. Report of Suba Navsari to Sarsuba dated Vaishakh, 1869, DN 8, Pudka 2, SSO, NPC.

20. File 263/29, op.cit.

21. Ibid.

22. Ibid. Chap. VIII.

23. Note: Foot note 2 Chap. VIII, it says so many villages were surveyed implying that all were not surveyed.

The survey rates, therefore, as later inquiries revealed, were not based upon principles applicable to all, but were based on party and local influences.²⁴ ✓

Even so, the one merit of the survey was that though it was full of errors, it did provide a working base on which immediate reductions could be made by the dewan T. Madhavrao in 1875.²⁵

(b) As regards Izara : The state's measure of removal of the farming system too was incomplete. Thus Vyara taluka continued to have the system right through till 1875;²⁶ and in Songadh too it continued till that time.²⁷ In the case of Palsana it has already been seen how the experiment of the new settlement and the removal of izara failed so that the farming system had to be resumed. Perhaps the government in these times had not developed a good enough substitute for izara so that it continued as the most effective system of revenue collection of the times. This indicates the absence of an organised administration machinery²⁸ which could have

24. Administration report 1876, suba to sarsuba dated 20th April, 1876, DN 106; FN 628.

25. Ibid.

26. Jamabandi settlement report Vyara 1906-07, Book No. 5305, CRO.

27. Book 5421, op.cit.

28. Though direct government management had been introduced in place of izara, in Navsari it was observed, that the mode of collection was still of the old type of calling upon Patels to pay the survey assessment of each village in a lump sum. File 263/34, op.cit.

coped with the changes contemplated. The point becomes more clear when we see that the transit and custom dues too were farmed, for collection of revenue.²⁹ This also created problems for later administration in its work of making customs arrangements, since no statistical evidence or records were available to them, there being in the farming system no practice of keeping records.

The old system was, therefore, continued in the period under discussion.

And where the izara system continued all its attendant evils also prevailed so that harassment of the cultivator under the izardars persisted and was reported in 1870.³⁰

(c) As regards the settlement viz., the demands fixed :

The worst feature of the settlement, however, was the high demand fixed and the successive enhancements made despite the promise of not changing the demands once fixed.³¹ And this brings out the real purpose of their measures. ✓

29. Administration report, 1876-77, DN 106; FN 628, CRO.

30. (i) Complaints of cultivators of Timba, Jamabandi Tharav dated 16 Feb. 1825. DN 6; Ferisht 11; File 149, Masarsuba branch.

(ii) Similarly Kheduts of Palsana complained of ruination due to izardar's exactions Report of Wahiwatdar of Palsana dated Sept. 1875, para 7, DN 6, File 11; Navsari Prant Chitnisi, Masarsuba, Jamabandi, branch.

31. Report of suba Navsari to Sar suba, dated Vaishkh 1869, DN 8, Pudka, 2; Sursuba office, NPL. Also see footnote 3 for successive increases.

It is apt to quote here an extract from the suba's administration report of 1876-77. He said, "seeing the revenue history of the past it is clear that the highest ambition of the rulers was to get the highest revenues."³²

It says

That the revenues were high is evident in the comparison made with those of the neighbouring British districts³³. Rates fixed in years of price rise, as was done during the years of the civil war, were in any case bound to be high.

In fact, it was the new settlement with its enhanced rates that really spelt the ruination of the raiyats³⁴. For prior to it, the demand was comparatively light so the harassment for its recovery too was not so much. Moreover,

32. Suba's report to sarsuba dated 19th Nov. 1877, Administration report, 1876-77, DN 107; FN 628.

33. Given below are the rates of villages of British territory at Rs. per bigha.

<u>Villages</u>	<u>Rate as per bigha.</u>
Shegva	3-5-0
Koshal	3-0-0
Vashvasi	3-2-0
Paria	3-1-0
Shardi	2-55-0
Kanag	2-11-0
Shaylar	3-4-0
Sharosi	3-2-0

DN 12; Pudka 2; Ferisht 2.

Compare these with rates in footnote 6, 7, 8, 9, 10, 11, 12, 13, 14, 15 and footnote 3 Chap. VIII. Item (d) Variav Kasbo rates.

34. Reference made to the conditions and the settlement of Khanderao by suba Navsari in his report to sar suba dated 20th April 1876, DN 106; FN 628, Administration report, Navsari.

the revenue administration under Gopal rao Mairal was fairly smooth. Prosperity too was there as evidenced in the presence of urban centres as Songadh, Vyara and other villages; as well as in the dilapidated buildings - both of which were the remnants of better economic conditions.

The heavy assessment of the new settlement charged the scene of the region. For not only were the cultivators driven to indebtedness to pay the demands, but the rigidity of administration with its accompanying oppression to realise those impossible demands, made their existence painful.

It was to avoid the harassment, oppression and the general insecurity of life and property in the Gaekwad's territories that migration to the neighbouring British districts took place.

One more point remains to be discussed, and that is regarding the rates on grassland viz., "vadapopda" as it was called.

The low assessment on grassland, and the choice left to the cultivator to either cultivate it or leave it as such³⁵ was a force that did not encourage cultivation. For on account of the low demand on it as well as the less labour involved,

35. Sooba's Memo dated 20 Aug. 1878, DN 13; FN 296, SSO, NPC.

the cultivator was encouraged to leave the lands as grazing lands. Among the cultivating classes were the poor who were more inclined to leaving it as such.

Yet another element of the taxation system was the preferential treatment given to the unskilled cultivators, which might have been a disincentive to the better farmers.³⁶

Degree of Impact of USA Civil War in Navsari Division:

Whilst the impact of the civil war was felt, Navsari division, not being an essential cotton growing area, did not experience the same prosperity which the other cotton growing divisions had experienced, so here the difficulties of the people were greater.

36. Note: The higher rates on Kanbis, though the figures are for 1876-93, the treatment in these times was the same though the degree was more i.e. taxation was more since the figures given below are after the reductions made by dewan T. Madhavrao, pp.12-14, File 263/56, op.cit. Illustration in rates of Kamraj. S.S. Kamraj Taluka, 1892, HPO.

<u>Villages</u>	<u>Chief caste</u>	<u>Average rate per bighs</u>	
Rundhi	Kanbi	6-2-1	Maximum rates only 4 out of the 94 villages taken as example.
Kholvad	Borah	5-14-10	
Mallar	Kanbi	4-15-5	
Dighas	Kanbi	4-14-5	
Targara	Deserted	1-0-6	Manimum rates
Nana	"	1-0-7	
Bambara	"		
Dalaiya	"	1-4-9	
Naidra	Dubla	1-7-9	

Note: The poorer classes were the ones that generally deserted as they could not manage at all.

The indication of that is the outcry raised against the demand during the years of prosperity,³⁷ whereas in the other divisions there is no protest against the demand at least during 1866-69.³⁸ Thus, though the cultivators of Navsari accepted the demands initially they were unable to bear the same and pressed for reduction.

It would, therefore, be seen that the improvements apparent during the years of the civil war declined as seen in the fall in average income in Palsana taluka by 29.8% during 1871-74 and the fall in 1865-74.³⁹

37. (a) When the successive enhancements of 1863-64, and 1865-66, were made in Gandevi taluka, protests were made. File 263/34, op.cit.

(b) In Navsari taluka, the cultivators of Teladi urged remissions in demand on account of the difficulties in paying than. In 1869, the four villages of Navsari; Varaiwal, Chanvisi and Chapra followed suit, Ibid.

38. (a) The cultivators of village Limbada accepted the new settlement of 1867 by signing kabulyats. Similarly, the cultivators of Kosamba, Hathoda, Hathuran also accepted the rates fixed. File of footnote 6, 7, 8, 9.

(b) The izardars too signed Kabuliyats agreeing to pay the stipulated sum. Thus a Kabuliyat of acceptance was signed by the izardar of Teladi. Kabuliyat dated 7, Vaishakh, 1864, DN 1; Pudka 2; Ferisht 94/1, SSO, Jamabandi, Branch.

(ii) Kabuliyat was also signed by Desai of Mahuwa for izara of the two villages of Kura and Nahati. DN 1, Pudka 3; Ferisht 5, About izara, contract SSO, NPC.

39. Note: The percentage has been calculated from the figures of annual average revenues of Palsana of 1864-71, and 1871-74. Report of Palsana Wahiwatdar to suba Navsari, dated 22nd Sept. 1875. DN 6; File 11; SSO, Jamabandi branch.

The fall it may be added was not due to the reduction of demand as one knows there had been no reduction, but was due to a fall in the income of the state due to the lesser income of the raiyats at the termination of the civil war.

Government action - inaction and result :

The state's response to the protests was rather haphazard so that some areas got reductions and remissions soon and some did not till 1870.⁴⁰ And from those areas which did

39. contd.

(b) Note : The fall in land revenue from 1865-1874, though it period of prosperity really waned from 1869 onwards, these figures have been taken as per availability. It could however, be safely assumed that the significant fall must have been in 1869 and after for reason discussed in the text.

Note: The fall in land revenue 1865-74 in percentage in the years.

Villages	Land revenue		Villages	Land revenue	
	1865	1874		1865	1874
Teladi	-8.2		Timba	-28.3	
Mardi	-20.8		Vasariav	-13.2	
Navsari	+3.5		Shulla	-25.2	
Bulsar	-20.3		Variav	- 3.0	
Kamrej	- 3.3		Gandevi	-16.3	

Total = -15.7

Note: These percentages have been calculated from the figures of land revenue of the years specified in the Administration report, Navsari, 1876. DN 106; FN 628.

40. (a) In Gandevi taluka a reduction of 21.7% over the demand of 1865-66 was made in 1867. The percentage calculated from figures in the following file : File 263/34, op.cit. 1891, CRO.

(b) The cultivators of Teladi get a remission of two annas in the rupee. file, Ibid.

contd..

not get relief emigration to the neighbouring British districts⁴¹ was noticeable - that being the only alternative and also the best alternative specially in view of the fact that the British districts had lower rates on the bigha, as already observed.⁴² Moreover, there was greater security and stability in the British districts.⁴³

40 contd.

(c) The general reduction in 1870, in Navsari, in order to repopulate the villages whose cultivators had evacuated the districts was as given below :

Report of suba of Navsari to Sarsuba dated Vaishakh 1869, regarding evacuation. DN 8, Pudka 2; 1869. Abadi Paraganda (i.e. evacuation) SSO, Navsari Prant, Chitnisi.

Table of rates in 1866, and after reduction in 1870.

	<u>Bighati rates of 1866</u>	<u>Rate in 1870 (per bigha) (i.e. reduction)</u>
<u>Kiari</u>		
Uttam	15	5
Madhyam	12	4
Kanisht	10	3
<u>Jarayati</u>		
Uttam	9	3
Madhyam	7	2
Kanisht	6	1

41. (a) These evacuation of villages by emigration to British districts from Gandevi taluka, File 263/34, op.cit.

(b) People also fled from Kamrej taluka after the settlement of 1866, to the Taluka had depopulated and deserted villages, File 263/66, op.cit.

(c) Evacuation was reported in 1869 by the Suba of Navsari. Report of Suba of Navsari to Sarsuba dated Vaishakh 1869, DN 8, Pudka 2; 1869, Abadi Pargana, SSO, NPC.

42. Refer rates of British territory and Gaekwad territory in footnote, 33 Chap. VIII.

43. Suba to sarsuba makes the relevant reference, Administration report of Navsari Division, 1875-76, DN 106; File 628.

Emigration - the Explanation and Justification for it : ✓

In view of the problems the cultivators had i.e. the pressure of demand and the mounting arrears,⁴⁴ emigration was the only alternative and well justified, specially as the neighbouring British districts had better prospects to offer,⁴⁵

First of all, we may recall that the Navsari prant did not grow cotton, so it did not enjoy the benefits of the impact of the civil war, which the cotton growing areas of the other prants had done. The demand, therefore, in the Navsari prant, was unbearable for the cultivators, and hence impossible to pay.

Secondly, whatever little benefit there was, decreased with the fall in prices when the impact of the war was over and this aggravated the situation further.

In 1869, conditions worsened for rainfall had been scarce. That hit the agriculturists more, so that the only choice for them was to leave the districts.⁴⁶

44. The outstanding balance increased from Rs.864-13-9 on the assessment of Rs.17514700-9-0 in 1861 to Rs.632531 on the assessment of Rs.1583654-63 in 1874. Soobha Navsari 1876, DN 53; FN 297. Revision of Revenue Survey assessment in the talukas of Velecha, Kamrej, Palsana, Navsari.

45. Note: The comparison of rates with the British districts, The average maximum rate per bigha on a dry crop in 1867-68 was Rs.5 in British talukas and Rs.14 in Gaekwad's; the average of maximum on garden lands was to 8½ per bigha in British districts and Rs.26 per bigha in Gaekwad's, and the average of maximum on rice, was Rs.10 per bigha in British districts and Rs.23 in Gaekwad's. Ibid.

46. Letter of suba to sarsuba dated Kartik, 1869, DN 8, Pudka 3; Jamabandi Papers, 1869, Ferisht 13: SSO, NPC.

Moreover, the cultivators of Navsari on the whole were poor and could illafford to pay government rates.

When, in these circumstances, the government squeezed the cultivators further by filing civil suits against them in recovery of its dues, their plight can well be imagined and appreciated.⁴⁷ And the tendency among the raiyats of moving from place to place, - something which made the settling of land revenue difficult in later years,⁴⁸ - was perhaps, a result of the pressure of demand and the harassment meted out to them.

It was because the situation, in terms of large scale emigration, was so alarming, the suba anticipating government relief made promises of reduction and pleaded on his own for the withdrawal of suits,⁴⁹ to which the government did react in due course. In this way the degree of emigration was reduced and the further depopulation of villages checked.

It was the lower and poorer classes that suffered most and emigrated, for with no assets viz. property, the money-lenders did not advance them loans.

Evacuation, it may be added, was also in search of fodder for cattle.⁵⁰ Rains having failed, and grazing land being

47. Ibid.

48. Suba to sarsuba, dated 20th April, 1876, DN 206, FN 628.

49. File of Footnote, 46 Chap. VIII.

50. Letter from suba to sarsuba, DN 8; Pudka 2; Ferisht 11, Abadi Paragna, SSO, NPC.

inadequate there was an acute problem of feeding cattle. In fact, it was a failing on the part of the government that it did not foresee these problems of an agricultural society and make the necessary provision for it viz. of keeping aside grazing land.

Conditions that resulted :

Therefore, though the ambitions of the ruler were secured, they were done so at the cost of the material conditions of the people. For if the ruler was securing thirty-one lakhs when the real capacity to pay was only 24,⁵¹ one can well imagine the strain on the people and how they were squeezed and driven to poverty.

Conditions of the cultivators therefore, were poor⁵² and agricultural indebtedness was reported in all the talukas.⁵³

Analysis of Factors responsible for the conditions that resulted : ✓

Whilst the action and inaction of the state were responsible for the conditions of the state, there were other

51. 24 lakhs was considered to be the realizable revenue of the prant. Administration report, 1876-77, DN 106, FN 628.

52. An idea of the conditions that existed is to be had by the asset's of Gandevi taluka for instance. Here, among a total population of 7624; houses were 1746; wells 308; of these 12% of the houses were owned by the Vanias; 2.6% by Marwadis; 63.3 Kolis; 19.3% Dublas. The houses of Kolis and Dublas were poor. Statement of Gandevi taluka, 1869, DN 8; Pudka 21; Ferisht 34/1, SSO, NPC.

53. File 263/66, op.cit. Mahuwa 263/37, op.cit. Book No. 5421, CRO.

factors too that operated and were partly responsible. They are (1) potentiality of communities and the predominance of a community in an area and (2) natural resources. (1) The predominance, of a particular class of cultivators in a region did have an impact on economy. Where the better and industrious class of cultivators as Kanbis, Anavils, Bohras and Bathelas predominated, the areas were more developed. Where the Kolis, Rajputs, Dublas and bhils pre-dominated, the districts were poor.

In Kamrej taluka :

In Kamrej taluka, the best cultivators i.e. Kanbis (mostly Lewa Kanbis) and Anavils were found in large numbers in the South-west of the taluka. Rajputs and a few Kolis were there, but, the Dublas constituted the greater part of the population of the rest of the taluka. And of these less than 2% held land.⁵⁴ Most of the Dublas, therefore, comprised the landless labourers, living from hand to mouth. The condition of these classes was depressing and it is these who took recourse to migration. With no land ownership rights their position in these times was that of tenants who were bound to work where they lived and who were given a bare amount

54. This was observed in 1892; so that it could safely be assumed that in these times, the percentage of Dublas holding land was less, in fact negligible. File 263/56, op.cit.

for subsistence. Moreover, being available in plenty they were cheaply available and so readily employed by the industrious Kanbis. It is also to be assumed that on account of the existing conditions in this period, which were not favourable to the development of agrarian economy, the proportion of Kanbis who were the skilled cultivators, was not much for there was no great attraction for them here. And whatever good land there was in the taluka was taken by them for cultivation; so that in general poorer quality land fell to the lot of the poorer classes.

The vanias including a few marwaris lived in the bigger villages of the Kamrej taluka. Other constituents of the population were Sunni Bohras who made a living by foreign trade in the towns of Kathor and Variav.

Population in Palsana⁵⁵ :

The agricultural community of the taluka of Palsana consisted of Kanbis, Bathelas, Bohras, Rajputs, Kolis and Dublas. Here again conditions of the Dublas were poor and they, as a rule, were slaves of Bathelas and Kanbis. It may seem surprising that the better and hardworking Kanbis and Bathelas too were involved in debt and not prosperous despite their skill and application. To this end, responsibility goes

55. File 263/56, op.cit.

to the high demands of the sarkar; to the poor revenue systems and to themselves i.e. their extravagant ways. If such was the condition reported in the 1890s⁵⁶ it was certainly true of the period 1860-1870. The assets of Palsana taluka in 1875 indicate the material condition of the people of the taluka.⁵⁷ Further, these assets must have been enjoyed by the Kanbis, generally.

Population Proportion and Condition in Velecha-Vakal⁵⁸:

In Velecha the population consisted mainly of the business community viz. the money and liquor dealers, a few of them were Parsis. Its tappa of Vakal had to its east, a majority of 'Kaliparej' or backward classes viz., Bhils, Ghantas and Chodharas. The eastern and southern portions also

56. File 263/56, op.cit.

57. Thus the number of houses were 3770 to the total population of 17013 i.e. the average number of people per houses was 4.5; the average number of cattle per house was 3.8; and the average number of cultivated bighas to a well was 115.3 bighas; the average land revenue per bigha was Rs.6.3.

Note: (1) these percentages have been calculated from the below given file. (2) that though the figures are for 1875, conditions not having changed notably, the proportions whosn would not have been notably less in these times i.e. in 4-5 years time.

Report dated 22nd Sept. 1875, of wahivatdar of Palsana taluka to suba Navsari prant, 6, 7, 14. DN 6; File 11, Navsari Prant darvari papers, SSO, Jamabandi branch.

58. File 263/29, op.cit.

consisted of Kaliparej villages and Parsis. There were Rajput and some exclusive Vora villages, but not many Kanbi villages. Bhils were to be found in most of these villages and were mostly engaged in the service of the well to do classes their custom being to pledge their labours for small advances and petty pay. The economically better off classes the taluka did less manual labour than in the northern division of the Baroda State - leaving the job to the Bhils.

Population - Mahuwa taluka:⁵⁹

The people of this taluka were divided into 2 classes : Kaliparej and Ujliparej. Here too the Kaliparej formed the bulk in population i.e. they were more than 75% and so it is clear that the condition of the majority of the people was poor. The various communities within the Kaliparej were Dublas, Dhundias, Chaudras, Naeks, Gamtadas and Kolis.

The Ujliparej community consisted of Bathelms, Kanbis, Rajputs, Kolis and Parsis. Conditions of these classes were better as they were better housed, clothed and fed even though they too were in debt.

Population - Navsari⁶⁰:

In the villages of the taluka of Navsari, bounding the west, it was the Kolis who predominated. In the central

59. File 263/31, op.cit.

60. File 263/34, op.cit.

and eastern villages the majority were the Anavils, Bohras and Leva Patidars. Parsis were concentrated largely in Navsari, so also were the Vanias from north and central Gujarat. The Marwari Vanias were to be found in almost every village of the taluka. The Rajputs numbered few. The poorer labouring population were mainly composed of Dublas and Kolis. These classes here were bound to their Kanbi and Anavil masters by debts incurred for social occasions, but debts on which interest was charged, which made them all the more obliged and indebted because of the moral bound.

On the whole the agricultural community skilled or unskilled, were also in debt, which was chiefly on account of over assessment; the exactions of the izardars; social systems and their own extravagant habits. As securities, they had mortgaged their houses, ornaments, cattle and parts of their best lands and there was no escape from the hands of the moneylender. The successive increase in revenue demands, added to the high rates of interest of the moneylender, led to fresh and increased loans being contracted and fresh and increased interest being charged.

Population - Gandevi⁶¹:

The taluka of Gandevi was densely populated. Its chief cultivating classes were the Kolis who formed the bulk in

61. Ibid. Gandevi taluka, 1891. H.P.O.

population, and the Anavil Brahmins. The latter were skilled cultivators comparable with the Patidars of Charotar. The Bohras, though small in number, were equal to Patidars in thrift, skill and industry. Conditions on the whole were poor in these times as there was much indebtedness. And the assets possessed by the people, were enjoyed by and large, by the better class of cultivators.⁶²

Songadh Population⁶³:

The hilly and forested district of Songadh, owing to the extent of forests, did not have much of a count of agriculturists. Its agricultural population was, composed of forest tribes generally known as Kaliparej; then there were Rajputs

62. Note: Below the assets indicating material conditions.

(1) Though the figures are for 1876-77, they were not notably different in these times, conditions not having changed notably within a span of 5-6 years.

(2) The percentages have been calculated from the statistics of the following file. Census statement of Gandevi taluka, 1876-77, Darwari file of Navsari Prant, DN 6; File 11; Ferisht 155, SS0, Jamabandi Branch.

The statistics are as follows : average number of people per house was 3.9; cattle per house was 0.9; Carts per house was 0.2; Plough per house was 0.2; the total number of houses was 5670 for a population of 22259; government wells were 61.5% of which 38% i.e. more than half were not in working condition; 38% of wells were private of which 12.3% were not in working condition. Truly speaking capital was lacking for them to invest in construction and repair of wells. With such lack of irrigational facilities, how could crops as sugarcane and rice be grown.

63. Jamabandi Settlement Report, Songadh taluka, 1902-03, Book No.5421, op.cit.

and Kanbis. Of these, the Kaliparej abounded and consisted of tribes as Chodhras, Dodias, Dublas, Nayaks, Kukans, Gantadas, Vasavas, Varlis, Bhils and others. And among these the ghamtas were the largest in number in the taluka. They were ignorant people, superstitious, indolent and the crops they cultivated were the ones needing the least amount of labour and skill. Here too there was quite an extent of indebtedness.

Thus among the agriculturists were two main categories of peasants - the skilled and the unskilled. While the condition of the latter was decidedly poor, that of the former was not markedly better. All of them were indebted. Thus, even with skilled agriculturists, if economic conditions were poor, the fault was fundamental and lay in the peculiarities of the region, of the revenue system and in the sarkar's indifference or ineffectiveness.

Geography - influencing economy :

The other factor influencing the economy of the region was the physical peculiarity of the region. Climate and soils therefore had a large part to play in the agricultural economy of the division. The main crops were cotton, rice, cane, juar and bajri. The black soil areas provided special facilities for cultivation of commercial crop such as cotton,

on which depended the prosperity of certain talukas, specially in the years of the American civil war.

Kamrej : The taluka of Kamrej, owing to its Kahnam Soil grew cotton and juar alternately. The Kiari here produced a coarse kind of rice known as 'Salin'.

Palsana : The black and light soil of the taluka of Palsana produced jarayat as well as Kiari crops which grew cotton, piar and rice. Cotton was grown alternately with juar and occupied large areas of the taluka. The remaining area was under wheat, oil seeds, pulses and vegetables.

Velecha - Vakal : The staple produce of the taluka were cotton and rice of a poor quality. The other crops were juar, pulses, and wheat. There was little of irrigated and very little of Kiari land. Cotton, being the cash crop was grown to enable the peasants to pay the government demand, and juar was the staple diet. The taluka had good natural water supply so crops did not suffer.

Mahuwa : The soil of Mahuwa taluka was mostly black, yet it also had facilities for jarayat, bagayat and Kiari crops. The chief products of the taluka were, therefore, juar, grass, cotton and rice.

Navsari : Cultivation in the taluka of Navsari was fair except

in the west towards the sea, where the soil was salty and the inhabitants mostly Kolis. The chief jarayat crop of the taluka was cotton and juar, growing best in the northern, central and eastern tracts of the taluka. The chief bagayat crop was sugar cane and plantain, growing best along the banks of the river, and also good rice crop grown for home consumption. In jarayat land the rotation of crops was cotton and juar alternately. All these were the staple crops of the taluka. It is noteworthy how the cultivation of the commercial crop cotton, was at this time motivated by the factor of paying in the revenues of the state rather than for business. On account of this, therefore, the taluka did not produce as much grain as it would normally do.

Gandevi : The alluvial and the poor black soils of the Gandevi taluka produced juar, tuwar, oil seeds, coarse rice and a little cotton. The jarayat crop of the taluka was better than bagayat. Rice occupied the largest area i.e. 1/3; sugarcane coming next. On the whole there was more of bagayat cultivation than jarayat.

CONCLUSION:

In the period of Khanderao Gaekwad, therefore, the incentives and environment for progress were lacking. In fact, the lack of capital at the hand of the cultivators, a predicament created by the sarkar's policy of taxation that left

just enough margin for subsistence, was a potent factor for the poverty that existed and the poverty that continued. Without capital, investment was not possible and explains why it did not take place.

The inherent defects in the revenue system also affected the incentive to invest. It was because the cultivator had no occupancy right in land, and was merely a tenant - at - will, that he did not have the incentive to invest in land. And so, whatever little capital, that may have been at hand, also could not be used to develop whatever resources there were.

Another very objectionable and unhappy feature of the times was that the cultivator had little or no right to retain a particular quality of grain he might prefer. For in the apportionment of crops among claimants in the bhagbatai system, the usual practice was to make over the coarsest description of grain to the peasants, removing all other grain for their own use.⁶⁴ This affected the economic condition by dampening the will of the people to work - all seen in the evidences of poverty noticed viz.; indebtedness and the desolate villages.

When the motivating factors i.e. the increased demand of commodities and the rise in agricultural prices, were removed, nothing but to subsist was the stimulus left - and such a

64. Suba to sarsuba, letter dated 20th April 1876, DN 106; File No.628, Administration Report, Navsari.

stimulus, while sufficient for subsistence, was certainly not so, for the development of the economy of the region.

Moreover, as this was a pre-industrial phase of economic development, adequate alternatives to agriculture were absent. Some industries, no doubt, did exist, as weaving oil extracting, dyeing cloth; brick and tile making,⁶⁵ but they were not sufficient or developed enough to absorb the surplus dependents upon land, and so relieve the pressure on land as well. The main source of livelihood was, therefore, ✓ land, hence land revenue contributed 83.9% of the total revenue.⁶⁶

⁶⁵. Administration Report, 1875-76, DN 106; FN 628.

⁶⁶. Administration Report, 1826, DN 106; FN 28, Note : (1) the percentage has been calculated from statistics of land and other revenue in the file and (2) though figures for 1874 items not having changed in the context of industry the population was not mainly different and if at all the difference would be farmer of agriculture.

Note: Below the percentage of land revenue to the total revenue in the talukas and different parts of the division. These percentages have been calculated from the file cited. Administration report, 1875-76, DN 106; FN 628.

Talukas and certain other places	%age of land revenue	Talukas and certain other places	%age of land revenue
Teladi	93.4	Variav	72.8
Maroli	93.2	Gandevi	88.9
Navsari	93.3	Mahuwa	80.9
Balesar	86.7	Wulvada	94.7
Kamrej	75.7	Anaval	98.0
Timba	91.2	Vyara	98.3
Shulla	90.6	Songadh	92.9

Total (includes some other places also = 88.1

Note: Though the figures are of 1875, no significant growth in industry took place during Khandero's time and 1875, so that the percentages, it is assumed, were very much the same in the times being discussed presently.

This meant that the people had to depend upon land in almost forced circumstances, i.e. whether they like it or not - for agriculture was not remunerative in these times. Besides, the infra-structure of the period was such, as isolated the villages more and made economy localised. Communications within the division were very imperfect. Whilst there were many old cart tracks, there was not a single made road in the whole division till 1875.⁶⁷ This caused market imperfections and other ailments of a backward economy - In fact, these were the drag weights on economic developments. Goods were therefore, primarily produced for local consumption. This explains the slack and backwardness of trade and marketing too.

67. Administration report, 1875-76, DN 106; File No.628.

SECTION IIMALHARRAO GAEKWAD : 1870-75Circumstances in which Malharrao Gaekwad Ascended
the throne :

When Malharrao Gaekwad ascended the throne, economic conditions were poor and the cultivators discontented. It was the period of the aftermath of the civil war, which brought with it a fall in prices and hence poor returns for the cultivators - both of which affected the material prosperity of the people.⁶⁸

The people had great expectations from the new ruler, as is evidenced in the several complaints they lodged⁶⁹ and the redresses they sought.

Disappointment for people :

The people, however, were to be disillusioned, for Malharrao's regime, far from giving relief⁷⁰ imposed the nazarana, or accession tax and further enhanced the demand.⁷¹

68. In 1875 it was observed that conditions were poor, and buildings dilapidated - which were due to the general impoverishment in the years of depression. Administration Report, 1875-76, DN 106; FN 628.

69. Application of cultivators, of Vasarav, dated 30th May 1872, DN 12, Pudka 2, Ferisht 2, SSO, NPC.
Note: The other complaints came after 1875.

70. The accession nazarana of Rs.12-8-0 was levied on cultivators which they were to do. Ibid.

71. Next page.

whatever concessions were made, were made to the izardars and not to the cultivators.⁷²

The high rates⁷³ and the favours to the ezardars, further broke the morale of the people on the one hand and encouraged revenue was poor⁷⁴ and that stiffened the government's attitude so that harassment and coercive measures in recovery of dues ensued.

71. Note: Rates of 1870 and 1871-72-73 ;

Rate per bigha :	1870	1871	1872	1873
<u>Kiari</u>				
Uttam	5	7	10	11
Madhyam	4	5	7	8
Kanisht	3	4	6	7
<u>Jarayat</u>				
Uttam	3	4	5	6
Madhyam	2	3	4	5
Kanisht	1	2	3	4

DN 8; Pudka 2; Abadi Paragna (Evacuation) SSO, NPC.

72. Application of cultivators dated 30th May 1872, of Cultivators of Vasarav DN 12, Public 2; Ferisht 2, SSO, NPC.

73. Note: The rates in 1872 in Gaekwad districts and those of the neighbouring British districts. By comparison the rates appear high.

Rate in Variav Rs.8-12-0 per bigha.

Rate in Olpad - Rs.2, Rs.3; per (British) Kumbha.

(Note: Kumbha area was somewhat higher than bigha), Ibid.

74. The recovery of dues in 1874 was 63.8%. Note: This has been calculated from the figures available in the Administration Report, 1875-76, DN 106; FN 628.

In these circumstances, it was not surprising that evacuation from the districts continued and cultivators relinquished their holdings.⁷⁵

Relief came only when Dadabhai Naoroji was brought to take over as dewan of the state.⁷⁶ However, as Dadabhai remained as dewan only for about two years the relief was shortlived and inadequate.⁷⁷ And this was so because of the pressure by the ruler not to concede more and further reduce the demand.

75. Ibid.

76. Note : The reductions of 1873-74, when compared with the settlement of 1865. Only three talukas have been taken to cite as examples. DN 3, File N 11; Pudka 6, Navsari Prant Darwari (rates) file - Statement of the revision rates of assessment in Navsari district.

Name of taluka	No. of villages	Degree of relief or reduction	Remarks
Gandevi	27	33%	Even though the areas assessed was more by 9.3%.
Kamrej	42	39.8%	Even though an increased area of 16.7% was assessed.
Navsari Kasbo	4	16.6%	Even though an area of 9.7% more had be assessed.

The reduction in the average rate per bigha was from Rs.9-8-0 to Rs.5-8-0 in Gandevi; from 6-5-0 to Rs.3-4-0 in Kamrej and from Rs.14 to Rs.11-7-0 in Navsari Kasbo.

77. Some reductions given to the Rasti mahals and to Gandevi and Teladi. These reductions were inadequate. The reductions were sanctioned by the Jujur order No.31 of 1st Bhadrabad 1875. Administration report, Navsari 1875-76, DN 106, FN 628.



Condition of people :

That conditions remained much the same throughout Malharrao's period is indicated in the complaints against izardars and the harassment during Malharrao's time addressed to T. Madhavrao in the succeeding period.⁷⁸ ✓

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78. (a) Complaints of cultivators of Gandevi taluka of harassment because of forced exactions. Application dated 13 Chaitra, 1877, Gandevi mahal jamabandi, DN 6; File 11; Ferisht 132, Prant Darwari papers. Masarsuba, Jamabandi Branch.
- (b) Report of Wahiwatdar of Palsana taluka, dated Sept. 1875, Para 7, DN 6; File 11; Navsari Prant Darwari Papers, Masarsuba Jamabandi branch.
- (c) Complaints of izara system Jamabandi tharav by suba Navsari dated 16th Feb. 1875, DN 6; File 11; Mahal Tumba, Ferisht 149, Mahassuba Office, Jamabandi branch, CRO.
- Some reduction given to the Rasti Mahals and to Gandevi and Teladi. These reductions were inadequate so there were no real relief to the raiyats. The reduction was sanctioned by the Hujur order No.31, of 1st Bahadrapad, 1875. Administration report, Navsari, 1875-76, DN 100, FN 628.