

CHAPTER XIIAMRELI PRANTDEWAN SIR T. MADHAVRAO : 1875-1881Problems of Dewan T. Madhavrao :

The conditions of state finances, of individual economy, and of administration were poor in 1875, when dewan T. Madhavrao took the helm of Baroda affairs. The condition of the economy of the State, because of the extent of co-shared and alienated villages¹, and of the individual because of the high assessment² in years of not so good returns for the cultivators³ were poor. It was no matter of surface if fairly large stretches of cultivable waste were found, and poverty existed in general. These areas of cultivable waste in the total areas of the cultivable land, which itself was limited.⁴

1. In 1874-75, the government villages (a) were 82.6% and alienated 17.3% in the Amreli Division. Dehzada patrak. Amreli Prant 1874-75. DN 1; Pudka 15; Amreli Prant Suba, Jamabandi Branch.
Note: The percentage calculated from the statistics of above the document.
(b) In Damnagar taluka government land was 84.4% and barkhali 15.5%. Statement of Damnagar taluka, DN 1; Pudka 6, Amreli Prant suba Jamabandi Branch.
Note: The percentage has been calculated from statistics in the above document.
2. Note the inadequate reductions in terms of realisable revenue and the demand fixed in 1874 in footnote 100 Chap. XI. Also note the high demands paid under Khanderao Gaekwad, footnote 14 Chap. XI.
3. Refer prices. Appendix A attached at end of this chapter.
4. (a) The cultivable land in the division was 62.5% and cultivable waste = 13%. Statement of Jamabandi Amreli Prant, 1875-76, DN 1; Pudka 5; Amreli Prant suba Jamabandi Branch.

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certainly meant that agricultural prospects were not good⁵. As regards administration, the district revenue management agency was poor and corrupt as already seen.

Policy of State : To restore the confidence of the people in the state, to improve the condition of the individual, and of state economy, was the real motive of the new administration.

In this period, however, there were several issues connected with the British fiscal policies, which had a bearing on the finances of the state.

It was in the resolving of these issues, being pressed upon by the British that much time and attention was absorbed. Moreover, the problems of the district were such, that even the work of survey and settlement needed much preliminary work. That is why, while the spade work of settlement was undertaken, settlement as such came later in the next administration.

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Note: The percentages have been calculated from the statistics in the above document.

(b) Of the 91.7% of government cultivable land, 18.6% was culturable waste in Damanagar.

Statement of Jamabandi Damanagar taluka. DN 1, Pudka 6, Amreli Prant Suba, Jamabandi Branch.

Note: The percentages have been calculated from the above document.

5. Report of Mayne. Administration report of Amreli, 1875-1902, File 316/4, HPO, CRO.

(1) Administrative Issues :

(a) Administrative arrangements :

The administrative issues centred around the kind of arrangements to be made and the problems of the old arrangements.

The administrative change affected in the Amreli mahals in 1875 were that Capt. Mayne was given charge of Amreli as the Acting Asst. President, and a naib Suba office was introduced in the local revenue management agency⁶.

The talukas were organised under the charge of wahiwardars.

The concentration of revenue judicial and police work in the hands of the suba, was discontinued in 1876-77 when a naib suba of the revenue department and a naib suba of police were appointed. The suba's jurisdiction extended over the talukas of Amreli as well as the isolated district of Okhamandal.⁷

(b) Matters concerning the girassias :

Another matter for the dewan to deal with, and which was a part of the administrative problem, was that of girassias.

6. File 316/4, op.cit. HPO, CRO.

7. Administration report, op.cit.

The problems regarding them were (1) that their land and crops were being plundered by Waghers, and hence creating tensions and unrest.

(2) Their claims, though not much, being not more than Rs. 60 a year in cash and 20 Khalsi of grain in kind, were not being paid regularly by the Gaekwad administration⁸ and

(3) the settlement of girassias disputes with the Gaekwad, for which a girassia court under the district judge of Amreli was established in 1876.⁹

The solution of these problems was discussed right through the period of the dewan's administration.¹⁰

(2) Issue of taxation :

The revision of taxation Policy, some of it to suit the British fiscal interests was yet another problem contemplated by the dewan.

The Gaekwad state was saddled with innumerable taxes, agricultural and non-agricultural, both of which adversely affected local industry, trade and commerce. While the British, in their own interest favoured the removal of some of these taxes, it must be stated in all fairness to them, that they exerted pressure upon the state for removal of those taxes,¹¹ in the larger interest of the state as well.

8. Administration report, 1879-80, File 318/4, op.cit.

9. Administration report for 1876-77, File 316/4, op.cit.

10. Ibid, pp.43-44.

And it was at the request of the British to immediately suspend all state levies and imports on food grains, that the question of their permanent removal¹² was taken up.

Taxes affecting local industry - agriculture - directly and others indirectly :

These levies on food grains were the taxes on farm products viz. on vegetables sold in towns called 'bhaji lag' on sugarcane, on sale of meat by auction.

Taxation on these was made penal by the notification of 1878¹³.

Then there were taxes called 'Dokra' and 'Polee', which ✓ though not heavy, were still uneconomic, for it was unfair of the state to partake of these taxes which fell on those poor people who brought common necessities to the bazar¹⁴.

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11. Letter from R. Meade Agent to Governor-general (All) Baroda, to T. Madhavrao, dewan dated 6 Sept. 1875, File 216/4, Regarding reform in customs administration in the Amreli mahals.
 12. Letter from T. Madhavrao to R. Meade. dated 14 Sept. 1875, File, Ibid.
 13. Notification of T. Madhavrao dated 30th Nov. 1878, File 216/4, op.cit., 1875-1890.
 14. Superintendent of His Highness the Gaekwad's contingent in Kathiawar to Agent to governor general, dated 6 Sept. 1879, File 112/21, HPO, CRO.

The tax on irrigated land in Okhamandal was another uneconomic tax. To pay that tax when the water rates were high viz., Rs. 10 a koss or 8 annas a bigha¹⁵, was a strain on the cultivator - specially when it was sugarcane that was in question.

It was not only the taxes that were a nuisance but the method of levying them as well. For example, in Kodinar taluka only was the land of fruit trees taxes, but the fruit as well¹⁶. The payment of tax on land and the payment of tax on fruites - i.e. tree tax, were certainly a check in the growth of their production.

Another annoying tax was the 'waje' tax, intensely disliked by the cultivator.¹⁷

Transit and Custom duties :

The transit and custom duties of the Amreli division were so heavy that they hampered trade and the movement of goods¹⁸.

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15. Soobha of Amreli to Sar Suba dated 20 March 1883, DN 107, File 633.
 16. Section No.45, File 4, Okhamandal notes, 1880, CRO.
 17. Extract from report in the native newspaper Hitchchu of Ahmedabad of 30th May 1878, File No.103/15.
 18. Ibid.
 - (b) The value of import and for 1880-81 was 12 to 13 lakhs of rupees and export 6 to 8 lakhs. Administration report of Amreli, 1880-81, File 316/4, op.cit.
 - (c) The duty in 1876 was Rs. 3-12-0 on every hundred rupees worth of goods imported to Amreli. Administration report, 1876, File 316/4, op.cit.

The need for having a uniform customs arrangement which was urged by the British, in view of their customs, policies, was also being urged upon the state by the Kathiawar chiefs. The latter who had abolished the transit and custom duties in their dominions, wanted that reciprocal arrangements be made in the neighbouring Gaekwad territories, so that the Gaekwad state would not have undue advantage over others in trade¹⁹.

A request was also made to the Baroda State for the abolition of the 'Chilo' tax on traders and cultivators, levied by the State in its villages of Chauranda and Damnagar, on the border of the Bhavnagar State²⁰.

The 'Chilo' tax which was like a capitation tax, of 13 annas per head, was continued till 1880²¹, in Kodinar taluka - Kodinar being the port for export of goods from Kathiawar.

One prohibitive tax was the heavy import duty levied throughout the Amreli division and specially in the Amreli and Damnagar talukas, on all goods excepting grain. This duty

19. Political agent Kathiawar to Political Agent to Governor General Baroda. Dated 13 June 1876, File No.216/4, op.cit., 1875-1890.

20. Chilo tax was got by withholding passage to casts laden with goods at His Highness' territory.

21. Translation of a letter from the State of Bhavnagar to the Political Kathiawar, dated 10 June 1876. File 216/4, op.cit. Letter from Asst.Agent Amreli, to Agent to Governor General Baroda, dated 3rd Aug.1882, File 66.

of $3\frac{3}{4}\%$ and of $3\frac{1}{2}\%$ created so much discontent that representations against it were made by traders and merchants to the Asst. Agent to the Governor General, Amreli, when he visited Damnagar²².

The trader's complaints were that on account of that heavy duty, trade was at a stand still and that many traders had left Damnagar because of it.

The 'Dhed Khed' also was another tax on the looms of Dheds in Kodinar taluka which yielded an annual revenue of Rs.400/-, and whose abolition was recommended by the dewan²³. In like manner was the weaving industry of Okhamandal being affected. There the weavers, the poorest class and a small section of society, were being overburdened by taxes. The removal of this tax and another one, in connection with the tanning of hides was being considered by the Sar Suba Kazi Shahabuddin²⁴.

Taxes affecting trade and commerce viz., Port and Sea customs :

Among other fiscal issues, the one regarding port dues and sea customs, engaged the administrator's attention.

22. Asst. Agent to Governor general Amreli to Agent to Governor General, Baroda, dated 16 March 1878, File 216/4, op.cit.

23. Section 45. File 6. Amreli Mahal notes of dewan, 1879.

24. File No.4, Okhamandal Notes, 1880.

The state's ports in Amreli were Beyt, Dwarka and Kodinar. In Okhamandal the port dues levied by His Highness on foreign vessels were the 'Khunta' or anchorage fee at rates not exceeding one rupee per vessel at Dwarka; and 'Mori' or a rate of less than a rupee per vessel at Beyt²⁵. The Kodinar taluka had no such fees.

The question of seaborne trade came up in 1875, when the Acting collector of Malabar mentioned that cargoes carrying salt from Ports of Dwarka and Beyt had entered British ports, without having certificates or documents for the same²⁶.

Inquiries revealed that the ports of Baroda were considered British Indian ports, hence the goods imported into and exported from these ports were free of duty²⁷. The issue became complicated as Baroda's fiscal interests were involved.

The Baroda State was not willing to sacrifice its revenue from port duties as indicated in the stand taken by the Baroda government in the Varisht court in 1877 against the claims of one Laxmidas of Bombay for a refund of duty of Rs. 500/-.

25. Dewan T, Madhavrao to Helvil dated 3rd Aug., 1880, File 261/2.

26. Acting collector of Malabar to the British Resident dated 25 Oct. 1875, File 261/11, Sea Customs site.

27. Acting Asst. Agent to governor general Baroda to T. Madhavrao dated 5 June 1876, File, Ibid.

The dues were levied as a deposit against customs duty on certain goods landed at the port of Beyt through stress of weather in 1875²⁸.

As early as 1845, the then Gaekwad had promised the British government that it would establish rules to exempt payment of port dues upon those vessels trading between British and Indian ports, which by stress of weather were forced to land at Baroda State ports²⁹.

The British government in its own economic interest, as well as for administration convenience and uniformity wanted the ports of Indian states to be placed on the same footing as British Indian ports. And in return for the privileges that Indian ports would get, they were required to levy the same export and import duties on foreign vessels as the British Indian ports did, so that no one port would have advantage over another, on account of a lower duty.

The Indian ports were at liberty to impose whatever duties they pleased in their home trade i.e. non-foreign vessels³⁰.

28. Claims for refund of customs duty on goods landed at ports situated in Baroda territory, File No.261/1.

29. Letter from Chief Secretary to Government of Bombay to Acting 1st Asst. Political Commissioner for Gujarat and Resident in-charge, Baroda, dated 11 Feb. 1845, P. 2, DN 53, File 261, Kathiawar Revenue, 1845-1850.

30. J.R.Naylor Acting Chief Secretary to Government of Bombay to Agent to Governor General, Baroda, dated 14 Jan.1880, File 261/2, op.cit.

The fiscal interests of the British and the state ✓
clashed in the commercial deal made between the British
and the Portuguese in India.

When the British wanted the Baroda state to accept the
Anglo-Portuguese treaty of Commerce in 1879, the dewan was
reluctant as it meant the relinquishing of revenues sea
customs and land customs to the tune of 9 lakhs per annum³¹.
In other words, the total loss to Baroda, on her entering
the customs union urged by the British was estimated to be
1/13th of the entire revenues of the state³².

Moreover as Baroda's trade with Portuguese India was
limited, it was to be considered whether in view of the above
mentioned losses of revenue, Baroda should yield to British
persuasion and join the agreement. Mr. Crawford, who was the
British delegate for the Portuguese treaty agreed to represent
Baroda's views to the government of India. It was only when
inquiry revealed that the 'harbour' and 'navigation' dues
referred to were not of the nature of customs duties but only
port dues, and jetty charges, that the Baroda State accepted
the Anglo Portuguese commerce. The same was concluded and ✓
signed on April 12, 1881³³.

31. Memo of 13 December, 1880, File 261/2, op.cit.

32. Ibid.

33. Ibid.

What is noteworthy is that when British economic and imperial interests were involved, they did not have scruples about preaching the retention, in Indian states, of taxes of old usage, and when their interests were not so involved, they would urge and cajole the princes to introduce reforms in the larger interest of the state. ✓

Outlining of the General Policy of Taxation :

The issues, as regards taxation, being so varied, an outlining of a general policy of taxation was what was more important and that was notably achieved by the dewan. The solution did not lie simply in the removal of some taxes and continuance of others, without going into the background and without considering the problems involved. Hence an enquiry into and discussion of the past history of the tax preceeded its removal or modification as the case warranted.

The guiding principles of the taxation policy outlined were to retain those taxes which were considered legitimate on grounds of old usage, the tax in question, being reasonable; and to abolish those that had been introduced unauthoritatively and which fell heavily and so were unreasonable. Moreover, it was laid down, that the abolition of any tax was to be preceeded by an inquiry into the same, for in so doing, the justice and injustice of the tax would be brought to light.

And it was felt that those taxes which repressed local industry or local production or which checked export and encouraged import of those articles which could be made within the region, were to be abated and abolished if need be³⁴. In taking up the issue, and outlining the policies regarding it, the dewan prepared the work for their removal or modification as the case was and it is in this that the significance of his work lies.

(3) Salt issue - its connection with British

Fiscal Policies:

The salt issue which involved certain problems, was a prominent issue of the times which brought about a kind of conflict of opinion between the paramount power and the Baroda state.

The first problem was regarding the extensive right claimed by the two governments to open salt works in the state.

Background to the problems :

The question regarding the right of the state to open salt works in the Gaekwad territories in Kathiawar had been mooted in 1859. The British government had then asserted that all salt works in Gujarat had been transferred to the

34. Section 45, File No.4, Okhamandal Notes, 1880. op.cit.

British by the Peshwa by the Treaty of Bassein, so it was they, who had under their control the salt works³⁵ in Kathiawar.

The counter argument from the state, in its revenue interests and in the preservation of its rights, was that in Dabka, the salt works were under the Gaekwad, as the Treaty did not apply to it³⁶.

The second problem concerning the salt issue, which really highlighted the salt question was its illicit manufacture in 1873, which the British urged should be tried to suppress. In 1878, Melville in his letter dated 19 Nov., took effective measures against such manufacture³⁷. The state under pressure of the paramount power, agreed to do the same in 1879.

Yet another issue of the salt question was the prevention of smuggling of salt from Baroda to British districts in Kathiawar. Salt, cheaply produced in the Gaekwad territories of Kathiawar, was getting a higher price in British districts so it was smuggled. Since that affected British revenues the British were concerned and had created what was called a 'preventive line' across the neck of the Kathiawar Peninsula by mutual arrangement with the Kathiawar chiefs.

35. Letter from Residency under orders of the Government of India to the Gaekwad, dated 18 June 1859. File 756, DN 135, Revenue Dept. Salt correspondence.

36. Letter from Gaekwad government dated 26 Sept. 1861, File, Ibid.

37. File, Ibid.

In 1879, the British suggested more effective measures to check the smuggling of salt³⁸. It was decided that the preventive line be withdrawn and instead, the salt works be concentrated and transferred to the management of the government salt department. Further, that a duty on salt be levied so that it could be almost impossible to smuggle it for a higher price into the British districts. The above measures had been accepted by the states of Jodhpur, and Jaipur³⁹. The British government wanted Baroda to apply the same to Amreli and Okhamandal.

Dewan T. Madhavrao, when considering the proposal, kept Baroda's interest in mind. Firstly, he felt that it was unfair to impose the duty on salt on a people who for centuries had had no fiscal restrictions; who had enjoyed the free movement of salt from the sea coast to the places of consumption in the interior, and above all, on a people who were poor and who had no alternative means of earning a livelihood⁴⁰.

38. Letter from D. McKenzie for the Acting Chief Secretary to Bombay govt. and to Melvill Agent to Governor General, Baroda, dated 10 Sept. 1879, File 260/7, 1879-80. Correspondence in connection with salt.

39. Ibid.

40. T. Madhavrao to Melvill, dated 19 March 1880, File 260/8, (1880-81), Salt matters.

Secondly, the dewan felt that the Gaekwad's prestige would be affected in the acceptance of the arrangement. For it would lead to the state's of Junagadh and Bhavnagar cutting off the natural route, that salt had been following all along, to supply salt to the consumers in the Amreli mahals. Such a course of action taken by the two smaller states, amounted to a slight on the Gaekwad prestige - so the dewan felt.

The Dewan alternative suggestion :

To safeguard the prestige and the economic interest of the state, dewan T. Madhavrao suggested the adoption of the 'monopoly' syste, whereby, the British would get the monopoly of management of salt in Kathiawar as a whole and for all states within it, and so control smuggling as well as illicit manufacture⁴¹. Such an arrangement, it was felt, would not only preserve and protect imperial salt revenue, but would entail the least interference with the rights and the internal administration of the Indian states⁴². The interests of the component states as well as of the British would be best managed by a single agency, rather than by several small monopolies, separately administ^ered.

41. T. Madhavrao to Melvill, dated 19 March 1880, File 260/7, Salt arrangements in Kathiawar.

42. Memo of T. Madhavrao dated Feb. 1880. File, ibid.

Justification for the Dewan's action :

In the light of the dewan's^S policy, of reducing and removing certain taxes, he is justified in protesting against the earlier suggested British plan of a duty on salt⁴³. Such an attitude and course seen, in the context of the recent enhancement in the selling price of opium, in accordance with the wishes of the British, becomes clear again.

Furthermore, the sudden imposition on salt was undesirable, and if salt tax had to be imposed it was to be done gradually as it had been done in other parts of India.

Why the dewan protested against the imposition was also because he anticipated disturbance from the already turbulent people of the division. It was also expected that the Kathiawar chief too would oppose the measure.

The British government then agreed to postpone the measure and with the assurance from the State, for its cooperation as regards the prevention of smuggling of salt, a notification was issued to the effect, operative in Olhamandal and Kodinar from 7th and 10th of March, 1880, respectively.⁴⁴

Salt arrangements in Amreli Mahals :

For the establishment of the monopoly system earlier

43. T. Madhavrao to Melvill dated 17 Nov., 1879, File, Ibid.

44. T. Madhavrao to Melvill dated 5th March 1880, File, Ibid.

referred to, it was suggested, as a preliminary measure, that the sources of salt be suppressed⁴⁵. The arrangement, then arrived at in 1879-80⁴⁶ was that as per an agreement with the salt producing states of Kathiawar, the latter were to undertake to monopolies the sale of salt under British management and to prevent smuggling of untaxed salt into British India.

The salt for consupcion of Amreli mahals was to come from Okamandal and land at Kodinar, where government officials took charge of it. The British officer in-charge, to check the legitimate quantity of salt which entered the Amreli mahals from Okhamandal through the ghirs, was the Assistant to the Governor General, Amreli⁴⁷.

At Kodinar, Dhari and Amreli there were government houses at which the salt was sold to retail dealers. Such an arrangement was made in order to meet the problems of smuggling in which the British government was interested. The Asst. Agent to Governor General was given much authority to tackle the problems. He was the officer on the spot having sole control of the supply; it was he who levied the tax; and it was he who adjusted the quantity of salt to the legitimate demand of the people of Amreli⁴⁸.

45. The sources of salt in Amreli were both natural and artificial.

46. Administration report, 1879-80, File 316/4.

47. Ibid.

48. Madhavrao to Melvill dated 30th March 1880, File 260/8 (1880-87), Salt Matters.

The arrangement thus made, solved one problem of the salt issue. The other was its supply to the people of Amreli - an issue that was discussed in 1880-81.

Though the British had agreed to make free the movement of salt to the Amreli mahals, there was the problem of disposal and selling of government salt. This salt had an admixture of sand and was not clean enough, for it remained on shore in Kodinar, after being landed there⁴⁹. In this regard the suggestion was to sell it by auction. However, no provision was made in this respect from quite sometime.

Salt Arrangements in Okhamandal :

On account of the peculiarities of the region, the dewan argued strongly against the installation of the monopoly system in Okhamandal and the absolute prohibition of export of salt by sea and land from there.

The reasons that stood in the way of the proposals made for Okhamandal were (1) as Okhamandal unlike Amreli mahals was geographically compact and isolated it seemed suitably fit and entitled to fulfil functions as a magazine of supplies. (2) Secondly, it was undesirable to subject such a tract of land to salt monopoly. For Okhamandal, which produced excellent quality of salt, was unmatched in its assets for providing the greatest natural facilities for production of salt whether as regards quality, quantity, cheapness, and facilities

49. Administration report for Amreli Mahals, 1880-82, File 316/4.

for export, in the entire state. The monopoly system, it was anticipated, would be damaging in these respects.

Moreover, a poor people as Waghers would ill brook a monopoly with its attendant high prices, with its restraints, with its ordinances and with its pains and penalties. And when, on the contrary, the state had reduced the land tax, the tax and monopoly were least justified.

It was not that the dewan was against control being exercised. What he wanted was that a legitimate quantity of salt only, - legitimate meaning a quantity not exceeding the demands of salt needed in Amreli, - need be allowed to be exported and for that, the arrangement of a British Officer the Asst. Agent to the Governor General had been appointed so that the British were satisfied and assured.

Disagreement with the British :

The British government disagreed with the proposals of the dewan only on the issue of Okhamandal being allowed to export salt by sea. Since they had disallowed the Kathiawar States and Kutch to export salt by sea, the British, to establish uniformity in the system, were unwilling to accede otherwise to Okhamandal⁵⁰.

50. Acting Secretary to Bombay Government, to Melvill on Madhavrao's proposals, dated 16 April, 1880, File 260/8, 1880-87) Salt matters.

The British advocated that preferential treatment had already been given to Baroda by allowing the export of salt by sea from the other portions of His Highness' dominions. This had placed the Baroda state at an advantageous position in relation to that of the Kathiawar states. They further added that should export be allowed from Okhamandal, it would not go to Amreli which then~~no~~ would be deprived of its supply of salt.

However, it was the competition with Okhamandal salt which the British really were concerned about. They also may have hoped of capturing Okhamandal's salt market in Travancore, Cochin, and ports of Africa.

The salt question involving issues of political economy and political justice was temporarily settled by the arrangements made in 1880, as discussed earlier.

(4) Opium issue : Attempts by the British government to regulate and control production and export of opium in the Gaekwad's dominion was an equally important feature and issue of the period. Here again British fiscal interests were involved, in fact seemed to be threatened. The cultivation and export of opium from Dwarka and other ports, posed a threat to China opium revenue. And to protect the China opium, a scheme was drawn up by Rogers, which entailed the control over the retail sale of opium in the state. ✓

The smuggling of opium also posed a problem for the British and so they wanted to have a preventive line from the gulf of cambay to Dohund in Panchmahals. As opium continued to be smuggled in 1877, the state issued a notification dated 7th Oct. 1878, forbidding opium cultivation in Amreli as well as other divisions of the Gaekwad State.

The opium issue continued in the next administration also.

Since these issues engaged the dewan's attention, detailed survey and a scientific settlement could not be affected in the dewan's period of administration.

What was done was a rough settlement giving immediate relief. ✓

(4) Work of Survey and Settlement

Rough Settlement in Dhari :

The problems in settlement of the Dhari taluka were of marked unevenness⁵¹. And because of the distinctiveness of

51. Unevenness or the variety in the paying power of the villages of the taluka is indicated by the incidence of three categories of villages i.e. villages that paid 1/3 of land revenue; those paid less than 1/3 and those that paid 1/4 and finally the Udhad villages. It is also indicated by the figures of average revenues that ranged from Rs.150,000 to Rs. 109 during the 12 years from 1873. S.S. Report Dhari taluka, Book No.5550, op.cit. pp. 11 and 14.

the different areas, not only the rates of payment but the modes of collection too had to be considered.

The Rough settlement in Dhari : The rough survey and settlement affected, brought in a mixed system of assessment i.e. the raiyat was given the option to pay the revenues in kind or the fixed sum i.e. the 'Santi' vero in cash. In other words, as against the pure bighoti contemplated by Gaekwad Khanderao, T. Madhavrao left two alternatives open viz., of Bhagbatai and bighoti.

In the system introduced by the Dewan, the rates of payment and the mode of collection differed in the different villages of the taluka owing to the unevenness of the region. Of the seventy government villages twelve paid a fixed sum in cash and the remaining sixty partly in cash and partly in kind.

The bhagbatai areas were categorised into three classes⁵²

(1) The collection in kind of the best class was 1/3 of the early crops of juar, bajri and cotton; 1/4 of pulses math and mag; and 1/6 of the wet crops. These villages lay in the northeast Dhari beyond the watershed line. (2) The collection in kind of the 2nd class bhagbatai villages was 1/4 of juar and bajri; 1/5 and 1/6 of pulses and 1/8 of wet crops. These villages consisted of hamlets around the town and of villages adjoining the south-west group of udhad villages.

52. File 263/35, op.cit.

(3) The third category was almost the same as the second except that the Ahirs were charged less. They paid $1/5$ instead of $1/4$ of juar and bajri and $1/6$ of wet crops and no veros. These villages were all south of the watershed and east of the Udhad villages. Thus, except for the one village of Khakhbai all villaged west and east of Dhari and north of the watershed paid a higher bhagbatai than the rest saving only a few hamlets around the town.

A discussion on the settlement in Dhari :

Although the settlement seemed to give relief to the raiyats, the relief was only apparent. The classification of land having been roughly made, the demands fixed were not very proportionate to the quality of the soil, and so still proved heavy for the cultivators. Besides, the hard working and skilled kanbis continued to pay high demands, simply because their villages were better off in resources i.e. the fact of over-assessment on them was not considered when fixing the new settlement. The strain on them is evident in the light of the large proportion of cultivators having to pay a large proportion of produce. There were more mouths to feed and less grain at hand⁵³.

53. The figures below indicate the resources of the taluka; the variation in demand; and the pressure upon the skilled and incustrious cultivating classes.

Note: Only certain villages cited as illustration, S.S. Report of Dhari Taluka, 1885, Book No.5550, op.cit. p. 14

contd..

Moreover, the demand fixed was a rigid *santi vero* over a soil of considerable variety, and could not be adjusted to take care of the variations.

This variation is best seen in the thirty-eight villages of Dhari where the economic value of the cultivable bigha was fourteen annas and in the remaining villages where it was less than eight annas. The faulty classification of certain bhagbatai villages was to be seen in that some of the villages

<u>Village paying 1/3 revenue</u>	<u>Total males</u>	<u>Composition (in part only- i.e. all category of people not noted.)</u>			
		<u>Kanbis</u>	<u>Ahirs</u>	<u>Kolis</u>	<u>Kathia</u>
Dhari	1919	301	10	84	5
Chalala	1050	260	37	17	21
Saramada	546	258	-	1	16
Sarasia	630	107	4	40	38
Ambardi	269	15	46	2	19
Kicha	231	86	1	27	13
<u>Villages paying less than 1/3 revenue</u>					
Khamba	393	1	87	27	7
Govindpur	277	149	-	6	39
Virpur	394	127	-	31	24
Vakia	290	142	-	25	9
Tantania	121	-	11	17	-
Madhavpur	34	11	-	9	-
Radhiali	76	-	38	14	-
<u>Villages paying 1/4</u>					
Shivad	72	-	-	50	7
Lasa	59	17	-	26	-
Sarakhada	19	-	-	1	-
Nani Dhari	65	2	8	4	23
<u>Udhad Villages</u>					
Dalkhania	326	10	1	128	-
Mithapur	59	-	-	13	19
Shermadi	34	-	-	29	-
Khisari	189	8	-	126	3

not being so productive, should not have been ranked among the 1/3 paying ones because they did not lie within the watershed line - villages which were on the contrary ranked high. For twelve years therefore i.e. from 1875-1886, the raiyats suffered under this mixed system for they had to pay the high demands in the bad years i.e. years 1877-78-79 of low prices and in which the returns were poor, except in the famine year of 1877-78 when prices were high⁵⁴. The raiyats suffered during the famine years, mostly under the bhagbatai system, - a system under which they were not habituated to storing of provisions for bad seasons. Instead they disposed of their produce and lived from hand to mouth.

Besides, had the bhagbatai system been solely a system in which the amount to be paid corresponded well with the actual paying capacity of the cultivator, the annas paid in by each village would have tallied with the paying power of the village tax payers more closely than was actually the case. Moreover the range as per quality of soil too could have varied from 5 annas to 30 annas giving ample scope for the variety in soil. In other words, one and the same village could in a very good year i.e. year of high prices and good returns have paid with equal ease and equal difficulty than in a very bad year or a year of low prices and poor returns. The cite examples, Teraktalav which in 1878 paid 7 annas and

⁵⁴. Refer to prices, Appendix A.

in 1879 paid 5 annas, had paid 25 in 1874; Chapathak which had paid 23 annas in 1873 paid 5 annas in 1879. In view of this the varying bighoti which allowed room for the variations of soil and hence to the paying lower of the cultivators, suggested by the survey and settlement Commissioner, F.A.H. Elliot was no exaggeration of the extreme paying powers, but very near the truth. The $\frac{1}{3}$ share of crop fixed by the dewan was thus an inflexible amount representing both the 5 annas in bad years and 30 annas in a good years. To deprive a tax payer of $\frac{1}{3}$ of this crop when the yield is not good and when prices are high is harder on him than when the crop yield is large and returns are poor. That was the point missed in the dewan's settlement and it was as though the settlers and administrators failed to realise that the raiyat's basic necessities remained the same irrespective of how the years were. Thus the revenues of 5 annas a bigha paid in the bad years were greater than the 30 annas paid in a good years. It was in 1879 when an average payment of 7 annas on the bigha was being made throughout the taluka that the tax payers were ruined or ran way. The paying power of the taluka in these circumstances was lessened for the next two years.

Rough settlement and reduction in Kodinara :

A change in assessment system was made in the Kodinar

taluka when the dewan, in 1875 introduced the Santi vero i.e. a proportion taken of crops - the proportion including cesses as well⁵⁵. In this way the old 'dhal' system or the system of fixing assessment by 'Pahani' or crop inspection was removed and the ordinary bhagbatai applied. This assessment fixed, reduced the demand of earlier years and relieved the cultivators thereby⁵⁶.

55. Book No.5550, CRO, op.cit.

56. Since the trends in figures of demand and revenue received, correspond, with it they are parallel, it has been assumed here that the declining sums of revenue received corresponded with the lowering of demand as well. Hence the figures of revenue received are cited to illustrate the possible trend of demand.

Note: The reduction in annual revenues received, 1874-1881. pp. 36-39, File, ibid.

Year	Rs.	Year	Rs.
1874	129985	1878	148733
1875	129111	1879	107031
1876	129590	1880	102983
1877	125376	1881	148763

(57 villages)

The above is the total of bhagila and udhad village revenues.

Now also note the individual reductions in paying bhagila and udhad villages, p.12, File, Ibid.

Years	Bhagia villages(28)	Udhad villages(29)
1874	Rs. 87238	42352
1875	85384	39992
1876	106841	41892
1877	64567	42464
1878	59686	43297
1879	105882	42881
1880	102596	38774
1881	95866	36075

Note: The general trend in T. Madhavrao's period is a reduction of demand.

Having once reduced the demand, dewan T. Madhavrao, to preserve the interests of the state and the people decreed that one - the demand fixed could not be altered under any circumstance and two, that any new land taken up by a cultivator after the provisional settlement had been affected was to be charged higher rates.

While these settlements were made to give the immediate relief needed, the preliminary activities for the detailed work of survey were under-taken towards the end of the dewan's administration⁵⁷.

Settlement in Damnagar:

Similarly was reduction made in revenues of the Damnagar taluka and a certain amount of relief afforded⁵⁸.

57. In 1878 Nov. and Feb. 1879 the demand and the sarsuba toward Amreli and Kodinar talukas respectively to inspect and ascertain facts, and survey work in Kodinar was started at the end of 1879. Letter from officiating Asst. Agent to Governor General Amreli to Mahal dated 29 Oct. 1881, Administration Report, 1880-81, File 316/4, op.cit.

58. Note: The total and average revenues of the Damnagar Taluka, 1863-1883, p. 19, S.S. Report, Damnagar taluka, 1884, Book No. 5556, CRO, op.cit.

<u>Years</u>	<u>Total Revenues (Rs.)</u>	<u>Average Revenues</u>	<u>Remark</u>
1863-66	707260 (30.%)	176816 (-13.3%)	For 23 villages
1867-82	919738	153289	For 29 villages
1873-1883	155330 (-83%)	141211 (-7.8%)	

Note: The general reductions of the period of Dewan T. Madhavrao 1875-1881, account to the reduced in the average sum noticed in years 1867-1882, and the total and average in 1873-1883, even though the number of villages increased during 1867-1882.

Settlement in Amreli :

The Amreli taluka, too, suffering from over assessment, was given reduced rates by the provisional settlement of the dewan⁵⁹.

59. Revenues of Amreli taluka, Book No.5550, op.cit. pp. 38 & 44.

Average revenues	Years	Revenues
	1869-72	385694
	1873-1884	342379 (-11.2%)

Note: Whilst the relative strength of villages of the Amreli Taluka is indicated, the fall in revenues paid in indicate the general fall in demand to after 1875. It is known that the dewans policy was to reduce the demands and so the figures of revenue paid in some villages have been cited just to indicate the trend of high and low demands (since both correspond with each other), during the period of Malharrao Gaekwad (1870-75) and the administration of T.Madhavrao. Report Amreli Taluka, 1886, Book No.5550, pp.25-26.

Villages	1873	1874	1875	1876	1877	1878	1879	1880	1881
Malila	8297	7419	8198	1853	4158	4050	2376	5660	4763
Chadia	12545	11019	12359	2557	5411	4463	4387	8336	5602
Sajiawa-									
dar	19636	19265	19354	7511	13358	9263	6848	14991	13099
Keriach-									
ed	20138	17791	19637	7150	9812	8738	6676	13209	1091
Devraja	9963	9394	8599	6651	7158	4517	2407	6626	6278
Sonaria	8140	7045	6539	4303	5016	4346	2735	4012	6066
Chandgod	9048	9946	8277	5195	6634	6194	3501	4609	8560
Jalia	11139	10351	12527	7083	12877	7521	2813	5529	3997
Medhi	5028	4636	5078	2138	3588	2508	2625	3307	3030
Vakia	23826	22274	21703	16254	20116	12197	8111	13196	12333
Babapur	14457	14192	15103	10150	13690	6817	4396	8855	7071
Devlia	9303	9756	8749	8176	9490	6897	2662	7271	8647
Amarpur	4583	3335	3195	2572	2622	2787	1754	1775	1277
Varsad	1272	11602	131521	13526	14197	6313	4841	8953	4959

* The fall in revenues is marked in 1876 owing to the famine. It is that most villages were affected during the famine years. interesting

Moreover, the reduction in revenues by 15.1% from 1874-75 to 1882-83 in the prant also points to the fact of reductions made during the administration of dewan T. Madhavrao. Annual Report of Amreli, Prant, 1875, DN 107; File 632, and Annual report of 1883-84, DN 109; File 634, CRO.

Note: The percentage fall in revenue has been calculated from the statistics of these documents.

A Discussion of the dewan's Measures :

(ii) Continuation of old system of assessment:

The dewan, while making reductions was not in favour of introducing bighoti and removing the bhagbatai assessment altogether. And that is why the continuation of the bhagbatai system of assessment in almost the same proportion is to be observed⁶⁰. In fact, that bhagbatai was preferred and encouraged can be judged from the growth and fall of income from the various systems of assessment. Whilst income from bhagbatai increased more than 7 times during 1879-81, that of bhagdari fell by 10.7% and that of sati udhad fell by 4.8%⁶¹.

60. Note the percentages of Izara, bhagbatai and alienated villages :

	1874-75	1875-76	1876-77	1877-78
Bhagbatai villages	62.4%	77.7%	63.0%	60.0%
Izara villages	4.2	2.4	1.9	1.1
Bighoti	Nil	"	"	"
Total number of villages =	312	261	315	317

Note: The Situation is due to the change in the total number of villages.

These percentages have been calculated from the statistics in the below given documents.

- (1) Dehbada Patrak, Amreli Prant, 1874-75; DN 1; Pudka 15;
- (2) For 1875-76, DN 1, Pudka 1; Form 1; Namuna 1 Amreli Prant Suba, Jamabandi branch;
- (3) Dehbada patrak of Amreli Prant, 1877-78, DN 2; File No.11; Amreli Prant Chitnisi, Jamabandi branch.

61. Income from the various assessment systems. DN 4; File 12, 1880-81, Namuna 4; Khatavani, Amreli Prant Suba Jambandi,

Note: The percentages have been calculated from the statistics in the file.

(iii) Regarding Izara System : The division being far away from the headquarter the dewan felt the necessity of retaining the izara system, for better management and better revenue administration. So though the farming system was reduced, it was not completely abolished⁶² as had been the case in the other divisions.

No doubt, the necessary safeguards were provided for the better working of the system.

(iv) Other issues, as amelioration of condition of cultivators and the reconstruction of the administrative machinery being more important, the dewan, barring a few cases, did not take up the settlement of barkhali disputes. Hence, the continuance of the proportions of alienated lands throughout the period of the dewan's administration.⁶³

62. Note: the presence of izara villages throughout the period in footnote 60 Chap. XII.

63. Note : below the areas and percentages of barkhali/ alienated lands in the prant.

	1874-75	1875-76	1876-77	1877-78
Government villages	82.6%	78.3%	81.5%	82.9%
Government areas in bighas		80.6%	80.6	80.4
Alienated villages	17.3	20.6	18.4	17.0
Alienated areas in bighas		19.4	19.3	19.5
Total No. of villages	312	261	315	317

Note: These percentages have been calculated from the statistics in the following files owing to change in total number of villages and they very

contd..

And as a regular settlement and reclamation of alienated lands did not take place, the state lost revenues from the large extent of rent free lands that continued to exist⁶⁴.

(v) Special encouragement to Sugarcane cultivation:

Since the Amreli division had special natural facilities for sugarcane cultivation and since the crop was remunerative, encouragement for its cultivation was a significant feature of the policy and programme of the dewan's administration.

A detailed plan regarding sugarcane cultivation, the assessment on it and the facilities for it, was outlined⁶⁵.

63. contd..

- (a) 1874-75 statements of prant, DN 1, Pudka 15;
 - (b) 1876-77/1877-78 Statements, DN 2; File No.11;
 - (c) The above for the percentages of villages and below for percentages of areas.
 - (d) 1875-76 statements - DN 1, Pudka 5;
 - (e) 1876-77 and 1877-78, Statement - DN 2, File 1;
- Amreli prant suba, Jamabandi, Branch, CRO.

64. In Amreli Taluka, the government villages were 72.8% and Barkhali 27.1%. Annual report of Amreli prant 1877-78, DN 7, Pudka 3; M Sarsuba Office, Jamabandi branch.
- (b) In Dhari, the government villages were 87.8% and alienated 12.1%, *ibid*.
 - (c) In Kodinar, the government villages were 83.7% and alienated 16.2%, *ibid*.
 - (d) In Damnagar, the government villages were 76.3% and alienated 23.6%, *ibid*.
65. Letter from suba to sar suba dated 27 July 1877, regarding sugarcane DN 2; Pudka 8; 1877-78, Amreli Prant Suba Jamabandi CRO.

According to it the rates that were suggested were

- (1) Rs.12-8-0; Rs. 15-0-0; Rs. 17-0-0 and Rs. 27-8-0 per bigha and according to the quality of the soil.
- (2) Other factors as facility of water supply; kind of water; aptitude of the cultivator; distance from the village to the market were kept in mind in fixing the rates
- (3) the rates were to apply to Amreli, Damnagar, Soyanagar and Dhari;
- (4) Cash assessment was suggested when the crop was ready;
- (5) The cash assessment was to operate on a trial basis from 1st August 1877 to 31st July 1887.
- (6) Izaras were to be given for sugarcane farms and
- (7) the cash assessment was to be fixed only if the majority agreed to it.

All these, and other details were taken care of the ensure that the crop which involved much expenditure⁶⁶ was really remunerative; so that the cultivators would benefit and recoup from the conditions that they were in.

The Amreli division therefore, saw mostly a continuity of the old systems, the significant changes being the ones as regards reduction in demand and as regards administration.

66. An idea of the cost of production of sugarcane can be had from the expenditure involved in its cultivation in foot note 52 Chap. XI.

Impact of measures and the conditions that resulted:

By the reductions made, the dewan arrested the decline, that had been going on from the time of Khanderao Gaekwad.

That there was progress and economic development, as a result of the policies and measures enacted, is evidenced in the growth of revenue from crops⁶⁷; as seen in bhagbatai income⁶⁸; from alienated villages⁶⁹; in the increase in

67. Note: Below the percentage growth in income as the years specified by arrows marks.

	<u>1874-75</u>	<u>1875-76</u>	<u>1879-80</u>	<u>1880-81</u>
Revenue from crops		26.1%		
Revenue from bhagbatai				More than 7 times.
Revenue from alienated lands				9.3%
Recovery extension			93.5	bighas
Extention of cultivation in govt. lands				0.3

Note: These percentages have been calculated from the statistics in the following documents :

- (a) Income from crops - statements of Amreli Prant, 1875-76, DN 1, Pudka 5; Amreli prant suba, Jamabandi branch.
- (b) For Damnagr - DN 1, Pudka 6; Ibid.
- (c) For Bhagbatai and alienated land income and DN 4; File 12; 1880-81, Namuna 4; Khataavahi, Amreli Prant.
- (d) For extension of cultivation, DN 4; Ferisht 12, 1880-81, Namuna 2, Jamabandi Statement.

68. Ibid.

69. Ibid.

revenues of the state in later years⁷⁰; in the recovery of demand;⁷¹ in the extension of cultivation⁷² and the overall increase in population⁷³. Regarding the latter, while the increase was natural, it was also due to the return of the emigrants who had left the districts in earlier times. But if there are evidences of positive growth in income, and of an improving economy, there are also evidences of poor growth and stagnation. Both, though contradictory, are true. For while the period of growth is for the years 1875-76 and 1879-1881, there is a period of recession during the years 1876-79⁷⁴.

70. Ibid. Also see footnote 14 Chap. XI for increase in revenues of bhagila villages of Kodinar taluka.

71. Pudka 24; Namuna 9, Amreli Prant Suba Jamabdi Branch, Vasulbaki (arrears) statement 187980, DN 2.

72. Ibid.

73. The growth in population of the prant from 1874-75 to 1877-78 was of 12.9%, despite the famine year of 1877 and in Amreli Panchmahals i.e. all subas it was of 14.4% and in Okhamandal of 2.6%. These percentages have been calculated from the following documents:

(1) Figures of 1874-75, DN 107; File 632, Annual Report of Amreli Prant, and

(2) For 1877-78, figures, DN 7; File 2; Statement of Population, Sarsuba office, Jamabandi Branch.

74. The figures of famine appeared in 1876, when the rainfall was scarce, DN 8, File 11, 1879-80, Miscellaneous paper file, Sar Suba Office, Amreli Prant Chitnisi, CRO.

Famine of 1877 :

The years 1877-79 were the famine years, which checked the momentum of growth started in 1875. During these famine years the collections were poor⁷⁵ owing to poor crop yield; the income of the state was poor in these years⁷⁶; and there was a decrease in population⁷⁷ owing to emigration to other areas. In Damnagar taluka for instance, the following reference is made regarding emigration from the village of Dahitra ".... there are no Kolis, most of them died while some moved away after the famine of 1877...."⁷⁸

75. Note: The collections in Dhari taluka, the high numbers denote less revenue returns and the low numbers denote better returns. File 263/35, op.cit. p. 80.

1876	1877	1878	1879	1880	1881	1882	1883	1884	1885
3	9	5	8	10	7	6	2	4	1

76. Note: The fall in revenues during the famine year of 1876-77, Almost all the villages of Amreli were affected. Report foot note 59 Chap. XII. Also see below.
Note: The decline in revenues of Tapas and Amreli taluka during famine years Book No.5550, S.S. Report, Amreli CRO.

<u>Tappas</u>	<u>1876</u>	<u>1877</u>	<u>1878</u>	<u>1879</u>	<u>1880</u>	<u>1881</u>
Vakia	123259	63975	87912	60139	41390	80413
Jalia	57209	105058	62991	38610	72635	56270
Haveli	65249	57653	52402	27649	48521	54487
Devlia	45909	48915	42473	22663	45516	54676
Varsad	74312	64918	42399	2778	51664	33614

77. The decrease in population in Dhari during 1872 and 1881 was of 13.8% being directly the result of famine. File 263/35, op.cit.

78. Extract from Report, File 263/369, op.cit. p. 7 CRO.

Whilst there was a fall in income during the famine years its impact was also felt in the years that followed so that there was a fall in income from crops in the Amreli Panchmahals. This income fell owing to crops being damaged.

In Dhari, the fall in 1878-79 from the previous famine year was of 36.3%; in Kodinar of 31.2%; and in Damnagar of 45.8%⁷⁹. The fall in income from land in the midst of the famine years itself viz., 1877-78 in the Amreli division had been of 54.7%⁸⁰.

In these years the rise in prices was remarkable, so that the common man was seriously affected. In Amreli and Okhamandal the price rose alarmingly in a few days from 15 August to 18 August during the year⁸¹.

The effect of the famine is to be seen in that while a general increase in population is to be seen for the years 1874-75 to 1877-78, in the famine year negative tendency

79. Annual report of Amreli prant 1878-79, Income from talukas DN 7; FN 1; sarsuha office, Jamabandi branch and Annual Report, 1877-78 in come from talukas, DN 7, Pudka 3, ibid. Note: The percentages have been calculated from the statistics in the documents cited.

80. Dehzada patrak, 1877-78, DN 2; File 1; Amreli Prant Suba Jamabandi, CRO.
Note: The percentage is from the statistics in the file.

81. DN 132, File N.472.

appears to have been in evidence⁸².

Because of the severities of famine in the division, it took time for the villages to recover from the illeffects, so that a fall in income of government lands by 1.8% is seen during the years 1879-80-1880-81, and the extention of cultivation by only 0.3%⁸³.

Relief to Famine stricken Areas :

No doubt, state help was forth-coming, and did relieve the people to some extent by providing employment⁸⁴. Tagavi was given to Amreli of Rs. 1058 for the construction of roads; to Kodinar of Rs. 1943; to Okhamandal Rs. 2128. Additional sums for agricultural purposes and for enabling the people to maintain themselves were also given so that Rs. 2767 went to Amreli, and Rs. 4682 to Okhamandal.

82. The density of population per square mile in the talukas was as follows :

- (a) In Amreli taluka : 196 peopler per sq.mile
- (b) Dhari taluka = 60.8 people per sq.mile.
- (c) Kodinar taluka = 85.7 people per sq.mile.
- (d) Damnagar taluka = 238 people per sq.mile.

Note: These have been calculated from the statistics available in the document cited below viz., land area and population. Annual report of Prant, 1877-78. DN 7; Pudka 3; Ta.Sarsuba Office, Jamabandi Branch, CRO.

83. Ibid.

84. Miscellaneous paper file regarding relief, 1876-77, due to insufficient rain. DN 8, File No.11, 1879-80. Sar suba Office, Amreli Prant Chitnisi, CRO.

In 1878 a sum of Rs.20,000 was advanced to the government cultivation in the Amreli division⁸⁵.

Condition that existed in Dhari :

Conditions by and large therefore, remained poor, with varying degrees in all the talukas.

Impoverishment and indebtedness of agricultural classes was reported in the 1880s for Dhari. It was because of that that most villages paid very low revenue, and only a few paid well⁸⁶. And the fact that agriculture was not really remunerative is borne out by the proportions of cultivated and of cultivable waste in the taluka⁸⁷.

The villages that had really broken down under the strain of famine years and after, were Techaria in 1878; and Nani Dhari in 1880, and the hardpressed Kolis of Kicha

85. Letter from T. Madhavrao to Jackson dated 28th Aug. 1877. D.N. 142, File 805.

86. The paying power of villages is indicated in the following: In 1886, it was as served that 34 of the 72 villages were petty hamlets where land tax did not exceed Rs.1000, 15 of them fell below Rs.300 paying group; of the remaining 38 villages, 12 paid under Rs. 2,000Rs of the remaining 26 only 8 villages paid over Rs. 5,000 and of these 8, only 2 paid over Rs.10,000. Thus most of the villages were economically weak. File 263/35, op.cit.

87. Area of cultivable waste : Appendix I : File 263/35, op.cit. 74 villages.

Area = 471855 (bighas) Uncultivable waste = 136491-14-0
Cultivated land = 145078-0 Cultivable land = 275363
Cultivable waste = 10060-19 Barkhali = 51639-15-0

88. Ibid.

joined the Kolis of Khisari which paid 1/6 and not 1/3 of the crop⁸⁸. The difficulties faced by the poorer classes and the emigration in consequence can be imagined, specially in the years of price rise - though this price rise would have benefitted the cultivators. Any how the scarcity which affected a rise in price was a factor increasing the difficulties of the people who had to choose between emigrating and the moneylender.

Conditions in Damnagar :

Equally poor were conditions in Damnagar where, it was reported, that cattle were weak, cultivators poorly clad and fed⁸⁹. The standard of living was poor as was observed from the bare necessities that were at their disposal.

The worst of villages in this taluka were Narayangad, Dahitra, Chhabadia; all of which had been deserted by the Kolis. Other villages that showed signs of poverty were Karkolia, HIRAMA, Dhamod and Hadjiradhar. The village of Memada, parent of Narayangad was reported to be in "utterly poor condition", in the 1880s when it possessed but four houses of which two belonged to Khojas and 2 to Rajputs - the real kheduts having moved out⁹⁰.

88. Ibid.

89. File 263/36a op.cit.

90. File 263/36a. op.cit. p. 6

Moreover, the fact that only eleven wells were constructed in the taluka in a whole span of ten years, which were insufficient for the culturable area of 1123⁹¹ bighas, points out to the severe lack of capital at hand - which was one of the greatest handicaps to development; and one of the best indicators of the poverty that existed.

How then could a taluka with such poor facilities, despite the scope for bagayat cultivation, develop and cultivate a high investment crop like sugarcane? In these circumstances, if only 61% of the land was cultivated by irrigation, it is no matter of surprise⁹².

Otherwise too, the stretches of cultivable waste and unoccupied land were notable⁹³.

91. Appendix C, File, *ibid*.

92. *Ibid*.

93. (a) Note the areas of culturable waste/unoccupied land in Siyadagar peta of Damnagar taluka, CRO.

(b) In Chavand'a tappa.

<u>T.area</u>	<u>Cultivable</u>	<u>Uncultivable</u>	<u>Cultivated</u>	<u>Culti-Barkhali</u> <u>vailable</u> <u>waste</u>
35513	271011	230217	2302512	7525 343214

p.17, File, *Ibid*, part III.

(c) In Damnagar tappa (13 Khalsa villages)

<u>T.Area</u>	<u>Uncultivable</u> <u>waste</u>	<u>Cultivable</u> <u>land</u>	<u>Culti-</u> <u>vated</u>	<u>Cultiva-</u> <u>ble waste</u>	<u>Barkhali</u>
1527-3	403-10	1123-13	687-2	203-18	117

Statement A. File 263/36a S.S.Damnagar taluka, HPO, CRO.

contd..

Conditions in Amreli taluka :

The cultivators of Amreli taluka suffered the same fate hence similar conditions were reported for the taluka in the 1880s.

However, since in this taluka, there was a predominance of the Kanbis, who had better assets, cultivation was not affected so much. And it, in the taluka, certain villages as Devlia, Haveli and Varsad brought in lesser revenues after 1877, it was because they, having more scope for bagayat

93. contd.

(d) Note: the unoccupied areas in Siyanagar and Chavand tappas. File, ibid.

In Siyanagar villages:

Villages	Males in 1881	Total govt.cul- tivable land	Unoccupied bighas
Ishwaria	307	5376-11	-
Siyanagar	368	413-6	405-1
Shahapur	318	3606-19	290-17
Rattanpur	511	210-12	46-16
Mewassa	152	2515-0	454-00
Italia	99	478-8	67-7
Nawagam	340	2296-11	172-19
Manpur	555	12331-15	--

In Chavand Tappa	Males in 1881	Total govt. cultivable land	Unoccupied bighas
Rajkot	399	3568-16	18-10
Chavand	947	9890-11	1222-13
Ambardi	507	3664-17	215
Virpur	179	2757-18	132-17
Hirana	86	2610	513-9
Karkolia	48	1999-11	390-1

cultivation, saw an extension of wet crop cultivation - wet crop being charged lesser rates, so paying lesser revenue⁹⁴.

On the other hand the decrease in revenues was not so noticeable in the case of Vankia and Jalia where the scope for bagayat cultivation was poor, in consequence of which cotton cultivation was extended and cotton was charged a higher rate - so the revenues too did not fall so much⁹⁵.

In fact, the increase in cotton cultivation, may also have been due to the lack of irrigation facilities for bagayat cultivation, so that dry crop cultivation (jirayat) was cheaper, and of the dry crops, cotton was still more remunerative.

Any how, the stretches of culturable waste⁹⁶ and the arrears⁹⁷ shown bear out the conditions that existed.

94. Cf. foot note 76 Chap. XII for the details of revenues from villages of Amreli.

95. Cf. foot note 76 Chap. XII.

96. Culturable waste in the tappas of Amreli taluka, File 263/41, op.cit. HP01 CRO.

Tappas	Total area	Uncultiva- ble Waste	Cultu- va-ble Land	Culti- vated	Culti- vate- able waste	Barkh- li
Vakia	49773-19	4430-6	45343.13	34807	6816	7949
Jalia	63277.10	7488-3	54965-8	41628-17	1204	12131
Haveli	46544.19	5743-3	40801-16	304851-18	3089	7218-7
Devliya	33920-6	2312-16	31607-10	21907-7	2714	6952-4
Varsad	50652-10	4207-17	46444-13	32618	2136	11589-6

97. Rs.238-14 were arrears of revenue that had to be paid. Elliot's letter to Kazi dated 26 July, 1886, File, ibid.

Conditions in Kodinar :

Kodinar taluka in the 1880s also showed signs of impoverishment evidenced in the large tracts of culturable waste⁹⁸ and the population strength as well as the assets of villages.⁹⁹

The reports about the prevalent poverty and indebtedness made in 1885, therefore, are only too true.¹⁰⁰

An assessment of the Role and contribution of dewan T. Madhavrao to the existing and ensuing conditions and the Play of other factors :

Dewan T. Madhavrao, in so far as his responsibility to the existing conditions is concerned may be held only to the

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98. Areas of land - and culturable waste in Kodinar taluka, Book No.5550, op.cit. pp. 52-53.

<u>Villa- ges</u>	<u>Uncultura- ble waste</u>	<u>Cultiva- ted land</u>	<u>Cultiva- ble waste</u>	<u>Barkh- ali</u>	<u>Total area</u>
57	47774	87678	31229	14730	181411

99. The census of 1881, indicates that there were 73 inhabited and 24 uninhabited villages, while only one i.e. the Kasba town reached the dignity of a town having 3291 males; 5 villages had over 500 males, 6 had only 400; 3 over 300; 8 over 200; 5 over 150; 16 over 100; 27 under 100; and 34 uninhabited i.e. out of the 24 uninhabited spots, and 73 inhabited spots, 27 were purely inhabited and 21 were hamlets. The census of 1881 also cited 6770 occupied and 2016 unoccupied houses. The total population was 3119 out of which the Kesba had 6542. A decrease in population of 7.4% from 1872 was noticed in 1881 - - the trend of decrease continuing. File 263/37, S.S.Report Kodinar taluka, 1885, HPO.
100. Letter of Elliot to Kazi Shahabuddia, dewan dated 24 Nov. 1885 on Kodinar, Survey and settlement report Kodinar taluka, 1885, Book No.5550, CRO.

extent that the reductions be made in state demand were inadequate, and that he could not send relief to all the famine affected areas.

No doubt, we have to keep in mind that this was also a period of reconstruction of the administrative machinery envisaging increased expenditure and putting a greater strain on the treasury so that the government had to work with a lack of funds at the opening of the new administration.¹⁰¹ To give relief at such a time was just not possible. More relief was possible when the district itself gave better revenues - not on account of high demand but by increased production and an extension of cultivation.

And it was precisely because the reductions were inadequate that further relief was given in the settlement of 1880s.¹⁰²

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101. In Okhamandal for instance, though the receipts of 1875-76, exceeded those of 1874-75 by Rs.20175-12-3; the expenditure during the year was Rs.150831-6-0 which gave a deficit of Rs.29526-15-9. Administration Report, 1875-76, File 316/5, op.cit.
102. Reduction in demand in certain talukas of the division.
- (a) In the taluka of Amreli the reduction proposed was of 6.5%. S.S.Report 1885, Book No.5550, op.cit. pp.64-65.
 - (b) In the taluka of Kodinar the reductions prepared was of 14% - male now highly taxed the bhagila villages had been, S.S.Kodinar, File, ibid. p. 63
 - (c) In Dhari the proposed reduction was of 6 $\frac{3}{4}$ %. S.S. Dhari taluka, 1886, File, ibid. p. 74
 - (d) In Damnagar, the proposed reduction was of 8 $\frac{3}{4}$ %. S.S. Report, File, 5556, op.cit. p. 76.

There were also certain areas which did not get any relief at all in these times viz., Kodinar taluka which received no remissions of revenues.¹⁰³ No doubt, the division being far away from the headquarters, detailed and correct information as to the conditions of distress during famine years, was not available to the administration. And since the dewan in these circumstance was not fully appraised of the situation, certain areas got no relief, whilst certain got inadequate relief.

The other factors responsible for the conditions that existed was the famine of 1877, which gave a severe set back to the process of development that had started from 1875.

The dewan, nevertheless, does deserve credit for initiating policies that paved the way for future progress. Evidence of the conditions of development provided is to be had from the recovery of villages whose economy had fallen during the period of Khanderao Gaekwad.¹⁰⁴ These were the villages of Jaraingda which recovered in 1875; Dhavadia, Ghadia and Chovand in 1875-76 and Dabhalia in 1878. Certain new villages too came up in the time of the new administration viz., Hanmanpura in 1875, Pipalwai in 1876. Nani Dhari developed into a stronger village with the rise of Visawadar in 1875.

103. Book No.5550, CRO, Op.cit.

104. File 263/35, op.cit.

No doubt, his relief could have been greater, had the unauthorised rent free lands also been recovered. Note the percentage of rent free lands in 1881-82.¹⁰⁵ In Amreli alienated land was 17.4%; in Kodinar 16.2%; in Damnagar 23.6% in Dhari 12.1% and in Okhamandal 7.5%. But that was not possible in view of the other more important problems of the state viz., of summary survey and immediate reduction.

The large tracts of cultivable waste referred to need explanation. They were also due to the uncertainties of this period of change. The uncertainty regarding the nature of the final settlement in the near future affected the rai-yats in two ways. (1) that they delayed taking up land till they were more certain what the results of the revenue survey would be. And (2) others hurriedly parted with a portion of their holdings under the beleif that the 'vero' on the remainder would be lessened. This in fact was the case in some areas. In Kodinar taluka on the contrary, when they tried to retrieve their surrendered land, they were taxed according to the new heavy rate.¹⁰⁶

Thus while noteworthy efforts were made by the dewan - efforts which set in motion the forces of development so much needed, the actual pace of progress was a moderate one for reasons both direct and indirect.

105. Annual report, 1881-82, DN 12; File 1; Ta.Sarsuba branch, CRO.

106. Book No.5550, CRO, op.cit.

Note on developments in Okhamandal and Problems of Waghers: ✓

The generous policy regarding the waghers was continued by the administration of the Dewan. The policy of conciliation and firmness was flavoured with the dewan's typical attitude of caution seen in other areas as well. He felt that the Waghers should be made to feel responsible for the favours being shown to them and further, as land was scarce there should not be any indiscriminate distribution of lands among them, best at a later stage remuneration would have to be given. In view of that, the future grants were to be so regulated that one family had no more land than it could cultivate in a year. Besides, he felt that conditions of service were to be attached with the land grants made. In fact, such was the trend of the policy of the state itself, so that Kazi Shahbuddin, the sarsuba and dewan T. Madhavrao in 1878 and 1880, had made it clear that although state help would be given readily, initiative for improving their condition was also expected from them and they were not to become too dependent on the state.

Management of Waghers :

In 1875, laxity in administration was reported in Okhamandal¹⁰⁷ and that year also there were some cases of

107. Extract of report of Agent to governor - general dated, 25 sept. 1876, Book 254, p. 70, Memorandum on certain question in relating to Waghers and the Waghate tribes, 1907.

lawlessness among Waghers¹⁰⁸ so the dewan attended to the problems of management. Since the thanadars had been inefficient and ineffective the state placed a portion of the Okha Batalion having a party of 3-6 men under an officer, in each village.

Moreover, since in Okhamandal there was the problem of fields being damaged by the cattle of Waghers, and the other cognate tribes, a cattle Treasspass Act was passed in 1879-80.¹⁰⁹

Settlement of Certain Issues of Waghers :

Certain issues of the Waghers were settled and matters of policy decided during the years, 1875-1881. One issue settled in 1876 was that while Naxaranas were to be taken at the time of succession to property at the demise of a Waghir, the land of the deceased Wagher was not attached even if the Wagher had no heir. In this way the right to property was recognised and the property given inperpetuity.

Another question taken up was the forfeiture of land of those Waghers who had rebelled in 1876.¹¹⁰ Till that time

108. In 1876, certain Waghers rebelled against the state of Palitana, File, Ibid.

109. File 316/5, Okhamandal, Reports, op.cit.

110. Refer footnote 108 Chap. XII

it was not clear whether forfeiture was made if the offence was committed against the Gaekwad or against a neighbouring state. Although the Agent to governor general Mr. P.S. Melville differed on the question, the policy framed by the Dewan was a reasonable one.

The Dewan stated that a Wagher committing an offence in or against the neighbouring state was liable to lose his salami land, although the punishment for the same depended upon the discretion of the Baroda State.¹¹¹ In this way the decision of the dewan was in the general interest of law and order and the preservation of peace not only within the confines of Okhamandal but outside too.

Relief to the Waghers during the famine of 1877 :

There was no lack of effort to help the Waghers during the famine of 1877. Relief works were undertaken to give them employment and to prevent them from migrating to non Gaekwad districts for it was anticipated that they would carry lawlessness with them. During the famine years the Waghers had migrated in large numbers to Ghir, in Amreli, for wood cutting. Part of the Ghir, according to Lt. : Lester's settlement of the boundary dispute, between Junagadh and Amreli, had been given to Junagadh so that Amreli had lost

111. Letter of Dewan T. Madhavrao dated 17th Oct. 1879, File, Ibid. p. 72

some forest tracts. That limited the Wagher's wood cutting area, and made the problem more acute in famine time, when wood cutting was the alternative resorted to. It was to give them an alternate occupation that relief works were opened by the construction of roads and railways in Kodinar, Ghantwar.

Taccavi advances were also made to help them buy seeds and cattle. These advances were made at low interest rates of 5% per year, conditional of course to paying of securities for the repayment of loans in two instalments.

An additional taccavi advance of Rs. 15,000 was put at the disposal of Captain Scott by the Baroda State.¹¹²

Encouragement was also given to adapt them to cultivation by giving them lands at low rates. Thus every Wagher in the district enjoyed a santi (roughly 48 bighas) of rent free land, with only a customary salami of one rupee per annum to be paid for it.¹¹³ This land given to them in perpetuity was alienable only on grounds of misconduct on their part.

An Assessment of the Condition of Waghers and Work done for them :

Certain statistics available have made possible the evaluation of the condition of the Waghers. These statistics

112. T. Madhavrao to Jackson dated Aug. 1977, DN 142, File 805, Taccavi Advances.

113. File 316/5, op.cit.

indicate a general improvement in their condition and in the condition of Okhamandal district as well. During the period of the dewan's administration i.e. 1875-76 - 1881-82 an increase is to be seen in the land revenue receipts as also in the receipts of the total land revenue, with a corresponding decrease in the disbursement on account of the land revenue.¹¹⁴ The increase in disbursement explains the continued and the consistent expenditure of the state and its policy of helping this community.

Likewise there was an extension in cultivation of land taken on salami tenure and on full assessment.¹¹⁵ It is this

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114. Receipts from Okhamandal, pp.66-67.
Notes on Administration of Okhamandal, by B.V.Desai, 1932, Ferisht No.2. Daftar No.34, CRO.

<u>Item</u>	<u>1875-76</u>	<u>1881-1882</u>
Land R	2.7	46.4
Total R	48.2	147.4
Disbursements, e.g. 68-69, file, <i>ibid</i> .		
Land R	26.9	17.5
Total	135.3	159.8

115. Statement showing the extent of land in bighas under cultivation by Waghers, File, *Ibid*. pp. 132-133.

<u>Year</u>	<u>Salami Land</u>		<u>Land at</u>	<u>Land on full</u>
	<u>Land at</u>	<u>Land</u>	<u>end of</u>	<u>assessment</u>
	<u>Start of</u>	<u>relinqu-</u>	<u>year</u>	
	<u>year</u>	<u>ished</u>		
1875-76	29200	-	34744	6385
				-
1881-82	Information not available		3654	N.A.
				7782

increase in cultivation that accounts for the growth in income from crops in 1878-79 by eight times its figures in the preceeding year.¹¹⁶

Thus the fact of the Waghers having got accustomed to a settled life is further illustrated by the figures of 1881-82 which show a better future for land taken on full assessment than on salami. The explanation for this is that by 1881-82 most land had been taken up by Waghers, so not much was left to new Khatedars for cultivation on Salami tenure. That did not deter them from selling land on full assessment which indicates that their conditions obviously must have improved on account of the agricultural pursuits. Moreover, the figures for lands relinquished during the period are nil.¹¹⁷

The number of Wagher Khatedars holding Salami lands¹¹⁸ on full assessment and part assessment in relation to the total population of Waghers also indicates the large number

116. Annual reports 1877-78, of Amreli prant, DN 7, Pudka 3; sarsuba office, Jamabandi Branch and Annual Report, 1878-79, DN 7; File 1.

The increase in income from land revenue by No.2647 in 1875-76, and by Rs.1442 in 1880-81 illustrates the extension of cultivation. Scott to Agent to governor general, dated 6 Sept.1881, Administration report for 1880-81, File 316/3, op.cit.

117. Refer footnote 115 Chap. XII.

118. Note: The percentage of rent free land in Okhamandal being 7.5% in 1881-82. Annual Report, 1881-82, DN 12; File 1; Measurement branch.

of operational holdings there were in Okhamandal in connection with cultivation.¹¹⁹

Thus, during these years the condition of the Waghers as well as that of regional economy improved considerably.

Whatever regress there was in development or in the reactionary activities of the Waghers was on account of the difficulties created in 1875-76 due to lack of rains and the famine severities of 1877. In fact the Wagher disturbances noticed in 1875-76 were on account of the difficulties due to lack of rain. Similarly their conditions were made poor in 1877. The indebtedness of the Waghers during the time was due to their general condition of poverty and to the hardships created in the famine years. Interestingly enough, crimes and offences of Waghers too went up in the years of difficulty referred to above.¹²⁰

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119. Population of Waghers in Okhamandal, p.2, op.cit.
Statement showing number of Wagher Khatedars holding lands in Okhamandal, pp.128-19, Notes on Administration of Okhamandal, Ferisht No.2, DN 34.

	<u>1875-76</u>	<u>1881-82</u>
Khadedars holding salami land		848
Khatedars holding full assessment land		319
Khatedars holding both kind of lands		3

120. Statement of offences committed by Waghirs and Cognate tribes No.254, CRO, op.cit.

<u>Years</u>	<u>Total Offences committed</u>	<u>Years</u>	<u>Total Offences committed</u>
1875-76	20	1879-80	23
1876-77	25	1880-81	24
1877-78	29	1881-82	36
1878-79	41		

contd...

Thus by a policy of control and effective management on one hand and the giving of adequate provisions and opportunities on the other, the Waghers were kept reasonably quiet, and adjusted to a peaceful and useful living. The achievement of converting a district that had earlier contributed little or no land revenue to the state income, into one that paid regular land revenue was indeed a singular one. That signified the admirable adoption of the people to agrarian means of livelihood. No doubt, in this respect the dewan continued the policy outlined over a decade before.

It is evident that the settlement of the Waghers of Okhamandal was closely linked with the problem of law and order, and the policy of encouraging among them agricultural undertakings was the best means of tackling the problem. The Dewan understood the problem and managed it with reasonable success.

120. contd..

Incidence of crime : 1877-81.

Years	Murders	Homicide	Dacoits	Roberry	Simple Roberries	Total
1877-78	12	5	-	-	424	441
1878-79	2	3	1		482	688
1879-80	4	5	1		415	425
1880-81	4	2			330	339
Total	22	2			1851	1890

Administrative report, Amreli, 1880-81, File 316/4, op. cit.