



### CHAPTER III

#### BARODA PRANT

#### ADMINISTRATION OF DEWAN SIR T. MADHAVRAO

1875-1881

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#### Problems of the Dewan :

When Sir T. Madhavrao took over as Dewan of the State in 1875<sup>1</sup>, the problems were immense. The administrative machinery was as ill organised as it was corrupt and the demands on land were high. Dewan T. Madhavrao had, therefore, to start from scratch in his uphill task.

The notable features of the administration of the dewan were (1) the reorganisation of the talukas (2) a provisional settlement (3) and reconstruction of the administrative machinery.

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1. The interim government of the Baroda State under the Agent Governor-General and special commissioner ended with the appointment of Raja T. Madhavrao as dewan of the State with effect from 5th Vaishakh 1875. Circular dated Vaishaka 1875. Circular file D.N. 78, File 24. Sarsuba Office, Baroda Prant Chitnisi, C.R.O.

Work of New Govt. :

(i) Organisation of Talukas : The talukas which were the administrative units of the prant needed to be reorganised, for some were too big to be managed and some too small<sup>2</sup>. The dewan therefore undertook to make them into better and more compact units<sup>3</sup>. In 1876, therefore, dewan reduced the 14 Mahals to 8, and had 2 submahals, in consideration of the amount of revenue and extent of area so that each mahal had an area of 120 villages, the total revenue of which belonged to the state. And in the remaking of Choranda Taluka, fifty villages were taken from Baroda, two from Padra and one from Sinor.

(ii) Reductions and provisional settlement : The mounting pressure of agriculturists and the sad state of economy had made it very clear that this area needed primary attention. And this the dewan was quick to realise.

He started with a warning to the officers of the state, the landlords and the izardars against tampering with government demand. This remedied one evil of the preceding admini-

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2. Chandod, for instance, which was only a town was up till this time considered as an administrative unit viz., a Mahal.

3. Illustration of the reorganisation.

<u>Subdivision</u>	<u>Mahals</u>
1. Baroda	Baroda, Choranda, Jarod (Savli)
2. Petlad	Petlad and Siswa Peta Mahal, Padra
3. Dubhoi	Dubhoi, Sankheda, Sinor, Tilakwada, Chandod

Annual report of Baroda division by Suba Raoji Vithal, dated 5th Oct. 1877 to Khan Bahadur Sar Suba, D.N.106, File No.628, 1876-77, C.R.O.

stration, whereby the officers had acted contrary to the sarkar's orders and had enhanced the rates<sup>4</sup>. Such a tightening up of administration at this initial stage of the new government augured well for the cultivators.

Some early steps in amchoration of conditions :

Some of the early steps of the dewan toward the pacification of raiyats were the setting in motion of an inquiry into land revenue matters with the accompanied assurance to them, of reductions thereafter, specially in view of the fall in prices since earlier times. The revenue officers were directed accordingly and were cautioned against harassment and forcible extortion of revenue<sup>5</sup>. Regarding the recovery of arrears too, was the administration generous, for the cultivators were exempted from paying the amount due from 1867-71<sup>6</sup>. And as regards the dues of 1871, 1872, 1873, the government decided that it would not pressurize them to pay till the inquiries were over<sup>7</sup>.

4. Cf. Foot note 85 Chap. II.

5. Notification to Patels and others dated Magh 1875, D.N.1, Pudka 4. Nishani 12, Ferisht No.10. General Dafter No. 1339, Fadnis Office, Para 1.

6. Para 3, Ibid.

7. Para 3, Ibid.

Revision of Rates :

One of the most significant measures of dewan. T. Madhavrao was to reduce the rates in the talukas of Padra, Choranda, ✓ Dubhoi, Sinor and Sankheda, all of which had suffered from high demands. After a rough and ready survey, therefore, a provisional settlement was effected. It was the dewan's policy, springing from the urgent need of the times, to bring in a quick reduction and give immediate relief.

Padra :

After a rough survey of the villages of Padra, the rates were lowered. These reductions did give some relief as the rate on the kumbha was lowered<sup>8</sup>.

Reduction was effected in the inami village of Ghayaj of the Padra taluka too. And this qualifies the statement earlier made, as to how the inamdars behaved, following the examples of the sarkar, i.e. he raised and lowered his rates

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8. Reductions made in Padra Taluka, p.59. File 263/289, Survey and Settlement Padra Taluka 1888. op.cit. Rates illustrating maximum and minimum rates.

Villages	Rate per kumbha (prior to 1875-76) (average)	Rate after 1875-76
Amla	Rs. 12-0-0	Rs. 10-0-0 (Maximum average
Somjipur	Rs. 3-9-9	rate)
Pipali		Rs. 3-3-0 (lowest average
		rate)

accordingly. Thus the demand of 1872, which was Rs.10437-2-6 was reduced to Rs. 4-3-0 per Kumba to Rs. 3-12-3 per kumba, on each Khedoot<sup>9</sup>.

Other illustrations of the reductions affected in the taluka are to be seen in the villages of Padra, Brahmavari, Dabka and Sultanpur<sup>10</sup>. Here the rates were reduced to Rs. 5-2-0 per bigha in 1875 from the rates of Rs.6-0-6 prior to 1875<sup>11</sup>.

Jaroda : Likewise were rates reduced in the villages of Jarod taluka. In the Savli mahal, the demand of Rs.8029 in 1874 was reduced to Rs.7830 in 1875-76. In the village of Waghodia<sup>12</sup> too, were reductions made.

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9. Extract letter of Ganesh Shastri Sar Suba, dated 1st March 1887, p.5. File Ibie.

10. Note only 4 villages taken as example. pp.154-192. File Ibid.

Village	Rates till 1874		Rates in 1875-76	
	Area in kumbhas	Total assessment	Area	Total assessment
Padra	3138-76-9	Rs.28566-1-6	318-51-9	Rs.25852-33
Brahmavasi	915-10-3	Rs.8461	915-10-3	Rs.7980
Dabka	956-26-12	Rs.8079-8-3	956-26-12	Rs.6922
Sultanpura	137-3-0	Rs.1399	137-3-0	Rs.1188

11. Ibid.

12. Note reductions in Waghodia mahal, p.14. File 263/26 S.S. Jarod taluka, op.cit.

Dubhoi : By 1876, the Daswata or the ten year settlement of Khanderao Galkwad in the Dubhoi taluka had expired and revision of rates was made necessary. These revised rates, provisional in character, were implemented by the Sarkamdar Keshavrao Ramchandrar, in the villages of Dholar, Kodadhera, Mavli, Tarsena, and Kukad; and by the subha of the Southern division, in the remaining villages of the taluka<sup>13</sup>.

The general plan was to make reductions by having rates varying from Re.1 to Rs. 4 on all lands categorised as highly assessed. The assessment on the middling soil was often raised to the same rate as that on best soils. The rates on the inferior soils were left undisturbed. Thus in the tappa of Karvan, which comprised the best black soil villages, the prevailing rate of Rs.13 per kumbha (i.e. Rs.7-10 per bigha)

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13. S.S.R. Dubhoi Taluka. op.cit.

Comparison with Khanderrao's rates illustrates the reduction. Rate per Bigha.

<u>Castes :</u>	<u>Rice</u>	<u>Dry crop</u>	<u>Inferior land.</u>
Rajputs	Rs. 7-8-0	Rs. 6-0-0	Rs. 3-8-0
Muslims	6-8-0	4-8-0	3-0-0
Bhils	Rs. 5-8-0	Rs. 4-8-0	Rs. 3-8-0
Waghers	"	4-0-0	3-0-0

Note : Figures in type for Khanderao's period and in red ink for T. Madhavrao's period.

was reduced to Rs. 11-8-0 per kumbha. But in the case of the 2 villages of Paniad and Karmal the reduction was from Rs.13 and Rs. 12-8-0 to Rs. 10-8-0 and Rs. 11-2-0 respectively. In the other three tapas in which the quality of the soil was not uniform and the rates were more varied, the highest only were reduced by Re.1 or 2 per kumbha. The reduction thus made in the 59 villages was of 10.4%<sup>14</sup> in average.

14. Rates prior to and after the reduction in 1875. p.22. File Ibid.

Bighoti sum  
before 1875

Rs.395,920

Bighoti fixed in 1875

Rs.354,754 i.e. - 10.4%

Comparison of rates of 1869 and 1875.

Area in kumbhas	Assessment per kumbha in 1869	Total assess- ment	Assessment per kumha 1875	Total assessment
144-15-14	Rs.15-0-0		Rs.12-0-0	
1188-44-11	Rs.13-0-0		Rs.11-8-00	
879-20-72	Rs.12-0-0		Rs.10-14-0	
582-35	Rs.11-0-0		Rs. 9-8-0	
3-34-11	Rs. 9-0-0		Rs. 9-0-0	
463-46-11	Rs. 8-0-0		Rs. 7-0-0	
9-93-10	Rs. 7-0-0		Rs. 7-0-0	
1-84-0	Rs. 6-0-0		Rs. 6-0-0	
25-43-1	Rs. 5-0-0		Rs. --	
3227-7-97-12	Rs. 37607		Rs. 32866	

According to another document, the concession made in Dubhoi was of 2 annas in the rupee which gave a reduction of 13.6% (note the %age has been calculated from statistics cited in document below) For the 55 villages of taluka the lump sum fixed in 1874 was Rs.308847-15-6 over 29011 kumbhas of land which was reduced to Rs.266832-2-0 over 29442 kumbhas in 1825, i.e. from an average of Rs.10.6 per kumbha the rate become an average of Rs.9 per kumbha.

Jamabandi Resolution of Dakshin Prant suba for pargana Dubhoi, dated 1875. D.N.1, Pudka 3. Baroda Prant suba office, C.R.O.

Dubhoi Kasba : The lands of Dubhoi Kasba were also similarly treated. The revenue rates of 1869 were revised in 1875. Accordingly a reduction of Rs.3 ; Rs.1-8-0; Rs.1-2-0 and Re.1-8-0 was made on the first four classes of land, while no change was made in the other classes of land, except that land rated at Rs. 7 per kumbha was lumped together under an assessment of Rs. 7. These rates of 1875, remained unchanged till 1880s.

A comparison of rates of 1869 and those of 1875 illustrated the nature and degree of change effected<sup>15</sup>.

Petlad : Since the tenure of Petlad was narwadari, and it involved certain difficulties as regards the application of rates, there was much discussion regarding the settlement of taluka. The dewan deprecated the attempt to settle the narwa villages in detail - ".... this attempt," he said, "has not the merit of being a perfect process, while it has all the disadvantages of unsettling the existing order of things .... A proper resettlement of the revenue upon accurate principles, is indeed a process which we must undertake. But we must undertake it at some leisure and in more favourable circumstances .... In our present circumstances ... we must adopt

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15. S.S.R. Dubhoi taluka, op.cit., p.23 (Comparison of Rates).

Area in kumbhas	Assessment per kumbha in 1869	In 1875
144-15-14	Rs. 15-0-0	Rs. 12-0-0
1188-44-11	Rs. 13-0-0	Rs. 11-8-0
879-20-72	Rs. 12-0-0	Rs. 10-4-0

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at once, a provisional settlement, such as would afford some relief to the landholders and yet have the existing order of things as little disturbed as possible"<sup>16</sup>.

The problem of the dewan in Petlad was to fix a lump sum - the sum of Rs. 860,000 of 1865, and to remove the subsequent enhancement of Khanderao Gaekwad, of 1869. He hoped, thereby to relieve the raiyats, by removing the  $12\frac{1}{2}\%$  enhancement of 1869; the relief in effect being of about a lakh of rupees. His own words explain his intentions - "... we shall afford relief to the land holder from the last addition made viz., of  $12\frac{1}{2}\%$  on the immediately preceding or  $16\frac{1}{2}\%$  on the original demand, while the landholders obtain relief to this considerable extent; all their arrangements individually and relatively will be left undisturbed. The various land holders will have no difficulty in adjusting their respective shares of the gross demand of the state, for they have only to revert to the records of the years during which the settlement of smt. 1921 was in force viz., that which fixed

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582-35-0	Rs. 11-0-0	Rs. 9-8-0
334-11	Rs. 9-0-0	Rs. 9-0-0
463-46-11	Rs. 8-0-0	Rs. 7-0-0
9-93-10	Rs. 7-0-0	Rs. 7-0-0
1-84-0	Rs. 6-0-0	Rs. 6-0-0
25-43-1	Rs. 5-0-0	--
<u>3227-97-12</u>	<u>Rs. 37607</u>	<u>Rs. 32866</u>

16. Memo of T. Madhavrao, dated 25th May, 1875, S.S. Petlad, op.cit.

the demand at Rs.860,000 .... The plan I propose will at once grant to the landholders, a relief to the extent of very nearly one lac of rupees."<sup>17</sup>

In fact the dewan went a step further in contemplating a further relief to the narwadars by an additional relief of Rs.36000 which would be secured by reducing and removing non-agricultural taxes, the total relief, then amounting to Rs.136,000. That was because the landholders had refused to accept the provisional settlement that took care only of the demand of 1865.

In short, the proposals of the demand in 1875, for Petlad were -

(1) to declare that the settlement of 1865 would be applied provisionally for the next couple of years, as per the wishes of the landholders, and that no subsequent increases would be made upon the settlement arrived at while the settlement was still in force (2) certain objectionable taxes were to be immediately and permanently abolished.

The new settlement, which got the concurrence of the agent to the Governor-General, had to be applied from 6th June 1876<sup>18</sup>.

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17. Ibid.

18. R. Mead's letter dated 1st June, 1875. File 263/53 S.S. Petlad Taluka.

Choranda : Similarly a rough settlement was applied and rates reduced in the taluka of Choranda<sup>19</sup>.

19. Averages taken for 12 years ending with 1887, pp.13-15. Survey and settlement commissioner : dated 30th April, 1890. S.S. Choranda Taluka, op.cit.

North river side villages:

Name of village	Caste	Average Classification	Present Bigha rate i.e. of 1876	Preva-iling kumbha rate before 1876	Preva-iling kumbha rate after 1876	Difference
Kherda	Muslim	Rs.14-7-5	Rs.5-5-6	Rs. 9½	Rs. 9	0-8
Manglej	Rajput	14-11-0	5-4-2	9½	9	0-8
Manpur	Patidar	14-3-0	5-14-8	11½	10	1-4
Samboi	Koli	10-4-0	3-7-10	9½	0	0

The Narbada or Koral group

Alampur	Patidar	14-9-	5-3-3	10½	9½	1
Malod	Rajput	14-11	5-7-4	12½	9½	3

Karjan-Valan group

Anastu	Patidar	14-6-	5-56	10	9	1-0
Chorbhuj	Rajput	14-3	4-12-10	9	8¼	0-12
Haldarva	Bohra	14-2	5-3-1	9	8 3/4	0-4
Kanbha	Koli	13-9	5-3-2	10	9	1-0
Maloj	Brahmin	14-2	5-13-6	-	9¾	-

Bhuki group

Kala	Muslim	14-9	5-8-0	--	9¾	--
Kantharia	Patidar	15-2-0	5-14-11	10½	10	0-8
Karna	Rajput	14-6-0	4-12-6	12	9	3-0
Kotpur	Brahmin	13-0-0	4-12-8	--	8½	--

Choranda-Kandari group

Atali	Patidar	15-3	5-15-1	10½	10	0-8
Bhartana	Rajput	14-5	5-10-4	10½	9½	1-0

Note : the above rates as Rupees per kumbha.

Sinor : Adjustments were made and reduced rates applied to the taluka of Sinor too, by the administration of the dewan<sup>20</sup>.

Rates so fixed by T.Madhavrao Gaekwad unchanged till 1888.

20. S.S.Report Sinor taluka, op.cit. p. 81. Only 8 of the 48 villages taken as illustration to show the reduction and change in variations.

Rates of 1874				Rates of 1875-76				Present rates of Assessment i.e. Rates till 1885			
Villages	Kumbha	Rate per kumba varied from	Rs.	Kumbhas	Rates per kumbha	Rs.		Kumbhas	Rates Varied from	Total Assessment	Rs.
1. Dariapur	222-49	19-0-0 to 2-0-0 (in ten cate- gory of rates)	13-0-0 to 1-8-0 (6 category of rates)	222-49	13-0-0 to 1-8-0 (6 category of rates)	223-83	13-0-0 to 1-8-0 (in 7 cate- gories of rates)				Rs.2140-8-0
2. Jhanjad	793-61	18-0-0 to 6-10-0 (7 catego- ries of rate)	13-8-0 to 6-0-0 (5 categories of rates)	793-61	13-8-0 to 6-0-0 (5 categories of rates)	889-63	13-8-0 to 4-8-0 (5 categories of rates)				Rs.8264-66
3. Phofalia	725-5	23-0-0 to 12-0-0 (3 categories of rates)	20-0-0 to 10-0-0 (3 categories of rates)	725-5	20-0-0 to 10-0-0 (3 categories of rates)	1206-76	13-0-0 to 7-0-0 (4 categories of rates)				Rs.14489-5
4. Damnagar	262-92	15-0-0 to 2-0-0 (16 categories)	12-0-0 to 2-0-0 (7 categories)	262-92	12-0-0 to 2-0-0 (7 categories)	292-30	12-0-0 to 2-0-0 (7 categories)				

Sankheda : Similarly the reductions brought down the demand to Rs.4767-8-0 in Sankheda taluka.<sup>21</sup> When comparing this sum with the sum of the preceeding years the demands of the later were considerably high - specially in the circumstances of this taluka which had poor resources and was in addition, inhabited in majority by the backward classes viz., Kolis, Dhankas, Bhils and Talavias, who depended upon the seasonal income of the Mohuda and Tad trees. Only the Patidars and Kanbis, who were comparatively few,<sup>22</sup> were able to pay the demands and that too not with ease. That is why conditions of high indebtedness existed and two villages were completely de-populated.<sup>23</sup> In, 1880-81 one important change was made as regards the assessment system, when holbandi, - or the system of taking tax according to the number of bullocks a cultivator possessed and not according to the actual area cultivated by him, - was abolished.<sup>24</sup>

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21. Para 5 D.N.1, Pudka 2. Jamabandi Branch general Daftar, 1874-75. Baroda Prant, suba office. Compare with in-come from Sankheda taluka in foot note 17, Chap.II. Then the reductions appear significant.

22. Out of the total of 150 villages in the taluks the Patidars, and Kanbis were to be found only in 15-20 villages. Para 21, File Ibid, i.e. of D.N. 1.

23. Para 31. File, Ibid.

24. D.N.106, F.N. 628, Annual Report, 1880-81, C.R.O.

### General Idea of Reductions :

An idea of reductions is also to be had from certain other statistics of the prant<sup>25</sup>, and from the sample study of Dharmaj village of Petlad taluka<sup>26</sup>. And in terms of percent

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25. Note, the reductions for Baroda in general and for the talukas of Dubhoi, Tilakwada and Sankheda in 1875-76; 1876-77 according to certain other documents.

<u>Items</u>	<u>1875-76</u>	<u>1876-77</u>
1. Average land revenue per head for prant	5.9	5.3
2. Average land tax per bigha in prant	9.6	8.0
3. Average land revenue per household in prant	24.1	21.7
4. Average land revenue per house in Dubhoi	23	20
5. Average land revenue per house in Sankheda	25	23
6. Average land revenue per house in Tilakwada	26	21

Note : (1) The averages for prant i.e. items 1 to 2 have been calculated from the statistics of land area and population in the Baroda Prant. Annual Reports of Sarsuba Political Office of Baroda Prant, D.N. 106. F.N. 628, 1875-76, and 1876-77. (2) Figure of item 3 has been calculated from the average revenue per head of 1875-76 and 1876-77 of therefore mentioned fite and the assumption of 4.1. Member per house has been calculated as per the statistics of the 3 sample talukas of Dubhoi (3.9), of Tilakwada (4); and of Sankheda (4.4) from the file D.N. 5 Annual Report 1876. Sarsuba Office, Jamabandi Branch, C.R.O.

Note : All the averages have been calculated from the statistics of land area, house and population of the talukas of the respective documents. Also, even though the figures are approximate since the relevant statistics of all talukas were not available consistently (which also explains the reason for only 3 talukas having been taken as sample to gauge the average number of members per house) there is no doubt as to the trend and fact of reductions made.

26. Refer table on government demand in sample study of Dharmaj in section attached.

they were 1.61 in Sinor, 12.9 in Koral; 10.8 in Khalsa; 9.6 in Baroda, 12.3 in Khangli; 14.9 in Dhumala; 13.8 in Petlad<sup>27</sup>.

Considering the poor returns the cultivators got in these times<sup>28</sup>, and the general conditions of poverty in which the Kanbis and Bohras, the best class of cultivators, were hardly able to maintain themselves, and in which the Bhils and Kolis were deprived, the reductions were necessary and justified<sup>29</sup>. Not only were reductions made but the revenue instalments too were revised for better and regular collection. Thus 4 instalments were fixed (1) of 4 annas in Poosh (2) 6 annas in Magh (3) 4 in Chaitra (4) 2 in Vaishakh. These were for the vasti mahahls. For ranimahals 2 instalments were fixed (1) of 5 annas in Poosh and (2) 8 annas in Magh<sup>30</sup>.

27. These percentages are calculations from the statistics of the document given below :-

Notes : dated 3rd Aug. 1875. D.N.(0) File 36. Sar suba political Office Administration report for year ending 31st March.

28. See the prices of foodgrains in 1875 in comparison with those with the previous year. Annual report by suba of Baroda Division. Raoji Vitthal, 1875-76.D.N.106, F.N.628. Note : Prices are Rs. per Khalsi.

	Bajri	Juar	Rice	Wheat	Cotton (per Bhar)	Tobacco	Mohuda (flower)	Cas- ter
1874	19 $\frac{3}{4}$	17	27 $\frac{1}{2}$	30 $\frac{3}{4}$	98	7	11	34 $\frac{1}{2}$
1875	18 $\frac{1}{2}$	15 $\frac{3}{4}$	32	29 $\frac{1}{2}$	90	6 $\frac{1}{4}$	12 $\frac{1}{2}$	23 $\frac{3}{4}$

29. Report by Suba of Baroda Division Raoji Vitthal Poonekar, of 1875-76 dated 6 June 1876. D.N.106, F.N.628, Annual Report, C.R.O.

30. D.N.106, F.N.628, Annual Report, 1876-77. No mention made of the balance 3 annas, so a clear idea of what happened to the remainder cannot be had.

(iii) Removal of Izara : The vexations, izara system that had been allowed to continue in certain areas of the prant was finally abolished by the dewan. In fact, the measure initiated by Khanderao Gaekwad saw its completion in these times. In 1875 itself the izara system was removed from the Sankheda taluka where it had continued<sup>31</sup>. And by 1881, when the dewan's term of office ended, there was no evidence of an izara village in the list of government villages<sup>32</sup>.

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31. Para 1. Report of Jamabandi of Sankheda taluka 1876. D.N. 2, Ferisht No.4, Baroda Prant Suba Jamabandi Branch, C.R.O.

32. (a) None out of the 759 $\frac{1}{2}$  government villages of Baroda Prant listed, belonged to the category of Izara, Ferisht No.1, Dehajada Khatavali (i.e. list of villages in a note book) of Baroda Prant 1882-83, D.N.9, General Pudka No.15, Ferisht No.15 Baroda Prant Suba Jamabandi Branch, C.R.O.

(b) Another evidence of the removal of izara system by the and of T.Madhavrao's administration is of income from various tenures from 1875-1881, given below. Note only certain tenures have been taken i.e. those of which the figures were available, and the absence of income as in case of izara after 1875, proves the removal of the system. Percentages of income from tenures in the total revenue of the prant.

Tenures	1875- 1876	1876- 1877	1877- 1878	1878- 1879	1879- 1880	1880- 1881
Bighoti	60.6	-	-	61.3	62.9	62.9
Bhagbatai	1.4	-	-	2.8	2.8	2.4
Izara	10.3	-	-	-	-	-
Narwadari	19.7	-	-	16.1	16.4	16.4
Bhagdari	0.3	-	-	0.2	0.2	0.2
Barkhali	4.6	5.1	-	7.1	7.2	7.1

Note: These percentages are calculations from the statistics of income from various tenures given in the document cited below. Annual Reports of Sar Suba Political Office Records of Baroda Divison, D.N.106, F.N. 628 of years 1875-76, 1876-77, 1877-78, 1878-79, 1879-80, 1880-1881.

With the removal of the system, other defects as the non-maintenance of records also disappeared<sup>33</sup>.

In the farming system, where once the contract for paying the revenues had been made, the district became virtually the concern of the contractor who was not bound to maintain records of land holdings and assessment. The only written document being the contract made by the izardar with the sarkar. This kind of thing created two difficulties (i) to be raiyat as it provided good scope for his exploitation and (ii) to the sarkar which also was deprived in the process.

The freedom that the cultivators got from the izardar's clutches must have been a boon to them and hence a welcome change.

(iv) Application and extension of bighoti :

The provisional survey and settlement i.e. the 'Kacha wahiwat' of dewan. T. Madhavrao, brought with it the bighoti or cash assessment, which also was a continuance of the measure initiated by Khanderao Gaekwad. Thus by 1881, more than half i.e. 420 villages of the total of 759, government villages

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33. Para 23, D.N.1, Pudka 2, Jamabandi and General Branch, 1874-75, Baroda Prant suba Office, C.R.O.

were paying cash assessment<sup>34</sup>. This transition, therefore, whereby 55% of the government villages paid in cash instead of kind, is significant in that it indicates the growing monetization in economy.

It is to be seen in the following ways :

- (1) the cultivator of the period moved somewhat towards a modern monetary economy where cash and not kind had primary value, in respect of market, investment and other allied aspects ;
- (2) The cultivator's profit was not in terms of money and not a sum of produce left in his hands. And cash is always more convenient to handle. In this connection it could be assumed that the investment pattern and the habit of investment itself must have improved.

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34. Form No.1, Dehasada Khatavali (i.e. list of villages in note-book) of Baroda Prant 1882-83. D.N.9, General Pudka No.15, Ferisht No.15, Baroda Prant suba Jamabandi Branch, C.R.O. 3/n/

Note : the Percentage of bighoti villages to the total government villages has been calculated from the statistics regarding villages of different tenures in the above document.

Another evidence of extension of bighoti during the period under reference is the consistent increase in the percentage of income from bighoti assessment, Cf. footnote 32 Chap.III item (b) table.

- (3) Now that demands of government as well as the demands of the moneylender also shifted from kind to cash, the produce available to the market was both direct and larger. And the latter aspect viz., of a larger sum being available to market, did affect the behaviour of prices - for abundance of a commodity does lower its price in market.

The change from kind to cash indicates the growth of a pre-modern medieval economy to a modern capitalistic one.

(v) Regarding barkhali land :

Although the dewan did not undertake the settlement of barkhali disputes, having left it for later times, there is evidence of some barkhali settlements having been made. The decrease in barkhali lands during this period point out the fact<sup>35</sup>.

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35. Note the annual decrease in the percentage of barkhali land to the total land area during the years 1875, 1881, and the consistant increase in government land in terms of percentages.

	1875- 1876	1876- 1877	1877- 1878	1878- 1879	1879- 1880	1880- 1881
Total govt. land	69	59.6	72	73	84.9	84.8
Total Bark- hali land	31	27.6	28.9	27.7	27.7	27.6

Note: These percentages are calculations from the statistics of land areas under various heads in the documents cited below. Annual reports of Sarsuba Political Office of Baroda Division, D.N.106, F.N.628, 1875 to 1881, C.R.O.

While some disputes were made concerning rent free lands, a provisional settlement was affected here too. The highest rates on all lands were reduced in other areas, without a detailed inquiry as to the capabilities of the land and the tax payer.

(vi) Administrative measure :

(a) Administrative appointments, and organisation of staff :

Accompanied with the provisional settlement and the reductions was the next measure of importance viz., of reconstruction of the administration. This, in fact, was a prior necessity, in the absence of which, implementation of plans and policies was just not possible.

Thus the dewan was to be the administrative head of the State - of all its branches of administration. Other main appointments were those of Kazi Shahabuddin as Sar suba, or revenue commissioner, and Vanayak Kirtane as Hujur assistant for judicial and police department<sup>36</sup>. The prant was placed under the charge of the Suba, and the talukas under the charge of the Wahiwatdars. Each sub-division was put under a naib suba whose work it was to assist the suba. (This naib suba was a 1st class magistrate with powers of a District Magistrate).

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36. Circular dated Vaishakh, 1875. Circular file D.N.78, File No.24, Sarsuba Office, Baroda Prant, Chitnishi, C.R.O.

(b) Rules outlined and salaries fixed : For the effective implementation of law and order, rules were outlined for all departments and courts<sup>37</sup>, and salaries too were fixed<sup>38</sup>.

(c) Organisation of Departments : The various branches of administration were (1) English, (2) General Vernacular (3) Jamabandi (4) Political (5) Postal (6) Boundary (7) Survey (8) Stamps (9) Special account (10) Sawafat Khata<sup>39</sup>. *Dewan*

(d) Tightening of administration : The tightening of administration already seen, in the warning given to officials regarding unauthorised enhancement of rates, continued, and is evidenced in the close contact or line of communication created between the ruler and the ruled. Whilst the dewan himself toured the districts, the naib dewan had to travel

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37. Dewans Memo dated 13 Oct. 1875, regarding rules, D.N.102, F.N. 606, Revenue Dept. Baroda, Division, C.R.O.

38. The salary of the wahiwatdar for instance was fixed from Rs.150-250. Annual report of Baroda division by Suba Raoji Vitthal dated 5th Oct, 1877, D.N. 106, F.N. 628, 1876-77, C.R.O.

39. Sar suba's establishment. Letter dated 8 May, 1876. Revenue Dept. correspondence regarding Sar suba's Office establishment D.N. 102, F.N. 607.

seven months in the year<sup>40</sup>. And in the words of the suba - himself, "...I think this was the first time that high officials such as naib subas and subas were brought in contact with the villagers and thus had an opportunity to acquaint themselves with the requirements of the community under their charge."<sup>41</sup>

Whilst the new administration was stern, there was also a measure of warmth and paternalism, hitherto absent. This in itself was a significant change from earlier times. In connection with the running of administration it may be mentioned here, that though Khanderrao Gaekwad had passed a resolution whereby the wahiwatdars were ordered to prepare statements pertaining to revenue, they had not really been implemented. Proper implementation of the resolution of 1865 came only after 1875.

(e) Revenue Accounts Organised : Due to the absence of maintenance of proper accounts, the reorganisation of accounts was a problem. And the outstanding balance of 1864-1875 in particular, was difficult to deal with<sup>42</sup>.

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40. Annual Report of Baroda division by Suba Raoji Vitthal, dated 5th Oct. 1877. D.N. 106, F.N.628, 1876-77, C.R.O. Also the dewan, for instance, toured Dubhoi in 1876-77 to inquire into the problems of the cultivators. Ibid.

41. Para 23, D.N. 1, Pudka, 2. Jamabandi and general Branch, 1874-75, Baroda Prant Suba Office, C.R.O.

42. Ibid.

The settling of accounts necessitated the preparation of detailed lists of villages and the proper ascertainment of arrears of cultivators by wahiwatdars, and the inquiry into, and verification of the wahiwatdar's account by the <sup>a</sup>nib suba.

It was now necessary to maintain survey reports and individual accounts in the Khatedars receipt book<sup>43</sup>.

(f) Construction of Railways : The dewan continued the progressive work of railway construction started about two decades back. In his time the work of railway construction from Dubhoi to Baroda and from Dubhoi to Bahadarpur was started from 1st July 1880 and the Dubhoi-Bahadarpur railway from 1st October, 1879. The Dubhoi-Karjan railway had already started<sup>44</sup>.

#### Miscellaneous measures :

Among the miscellaneous measures of the dewan were the settlement of boundary disputes, and settlement of certain fiscal matters.

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43. D.N.106, F.N. 628, 1876-77, Annual report of Baroda division, by Suba Raoji Vitthal, dated 5th Oct. 1877.

44. Para 61, Annual report of Dubhoi Mahal 1879/80, D.N.8, F.N.7, The sursuha Jamabandi branch.

Regarding the latter, in 1878 it was settled that all cases relating to fiscal matters were to be settled by the revenue department and not civil courts<sup>45</sup>. These cases were, for instance, the disputes between the proprietor of an alienated village and his tenant with regard to demand and collection of rent. The issue had come up because there had been problems where proprietors could not recover rents and where tenants complained of enhanced rates, and so refused to pay the same.

All these indicate the kinds of problems and their areas in these times.

Incentives for agrarian development : It was not only by reduction, but other measures as well, that an impetus was given to agricultural development. One such measure or incentive was the granting of leases of waste lands at reduced rates for cultivation. In the Dubhoi taluka for instance, the terms of leases varied from light assessment in certain cases, to free land in the first five years in others. During the years 1878-88, 43 such leases of an aggregate area of 1857 kumbhas were given in 18 villages of the Dubhoi taluka. The

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45. Kazi Shahabuddin letter to Lewis Pelly dated 8-10-78, regarding the necessity of deciding how far revenue officers ought to interfere in cases pertaining to revenue matters.  
D.N.102, No.606, Revenue Dept., Baroda division.

land so leased, was to be fully assessed only after the expiry of the lease, by which time it was expected that economy would improve.

Areas that needed attention :

In view of the variety of problems before the dewan, there were certain areas that were left out. There were (1) the settlement of Barkhali disputes in definite measure (2) the customs arrangements. Of these the customs and transit duties were a significant factor, for they had been to a large extent an impediment to development of trade and industry. Thus, though the Baroda Prant was connected to the outside markets by railway, there was little traffic carried on<sup>46</sup>. Further, for the same reason, advantage could not be taken by the traders, of the new branch railway to Dakore (Jaroda taluka) which passed through Udhulpur<sup>47</sup>. They instead, took a circuitous route and so avoided the nakas.

In the Dubhoi Taluka there were also several nakas<sup>48</sup>.

The objectional customs nakas also were a hinderance to trade. It is no wonder then that the suba aptly remarked in

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46. Annual Report by Suba of Baroda division, Raoji Vitthal Poonekar, 1875-76, D.N.106, F.N.628, C.R.O.

47. Ibid.

48. D.N.106, F.N.628, Annual report, 1878-79.

1879-80, ".... customs tariff has no tendency to encourage or perfect local industry. The weavers have to pay a duty of 5% when they import yarn and again an equally heavy duty if they wish to export it."<sup>49</sup>

For the proper development and progress in economy, therefore, it was necessary that proper customs arrangements be made.

(3) The regulation of merchants activities, which tended to exploit the customers. All these were problems taken up by Sayajirao III, after the 1880s.

#### Impact of measures :

The measures of dewan T. Madhavrao had the desired and general impact of improving the economy of the times. And in so doing they arrested, to some extent, the process of deterioration and decay that had started in the years of depression that followed the cessation of the civil war in U.S.A.

This improvement in economy and the nature of change that was effected is evidenced in several ways :

(a) Extention of cultivation : With the restored confidence in the government as regards moderate demand, cultivable

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49. Annual report, 1879-80, File Ibid.

waste was recovered under cultivation and so the area of cultivation increased considerably in the next decade or two<sup>50</sup>.

(b) Increase in agricultural stock and implements : The increase in agricultural stock and implements, which was a consequence of the extension of agricultural enterprise also indicates the process of growth and improvement in economy<sup>51</sup>. This also indicates the increase of capital at hand which enabled the increase of assets.

50. (a) By 1890s, the increase in occupied land was of 4824 bighas. in the taluka of Choranda. S.S.Report Choranda, op.cit. p. 49.

(b) The fact that in 1890s, the Sarkar raised the rates in the Sankheda taluka for the backward people, amongst others, illustrates one thing - that conditions had somewhat improved during the years 1875-1891. S.S.Report, Sankheda, op.cit., pp. 18-19.

(c) In the taluka of Baroda, the cultivated area increased by 2735 bighas in 1890s. S.S.R. Baroda, op.cit., pp. 38-39.

(d) In 1877 also, 5103 Kumbhas of follow land was brought under cultivation. Annual Report, 1876-77, D.N. 106, F.N.628, C.R.O.

51. Annual percentage growth or fall in agricultural stock, and implements and conveyance.

	<u>1875-76</u>	<u>1876-77</u>	<u>1877-78</u>	<u>1878-79</u>	<u>1879-80</u>	<u>1880-81</u>
Cattle		32.7	6.2	-9.5	16.4	25.7
Ploughs		-10.4	11.6	0.9	-29.9	34.4
Carts		3.9	35.3	-3.4	-22.8	-89.3

Notes: These percentages are calculations on the basis of statistics in the following documents. Annual Reports of Sar Suba Political Office of Baroda Division, D.N.106, F.N.628, 1875-76, 1876-77, 1877-78, 1878-79, 1879-80, 1880-81, C.R.O.

(c) Increased income : The increase in the area of cultivation with the corresponding reduction in area of cultivable waste benefited the state as well as the individual. And this is evidenced in the annual percentage growth of land revenue as well as overall revenue and in that of the increase of land revenue income in proportion to the total income of the state<sup>52</sup>.

(d) Improved recovery or less arrears : It was the better condition of the cultivators, in general, that enabled them to pay in their demands, so that the state had a better recovery of its dues and less arrears<sup>53</sup>.

(e) Growth of local industry - textile : The increased cultivation in general, and that of cotton in particular, contributed to the growth of the textile industry. In the Dubhoi taluka,

52.. (a) Annual %age growth	1875-1876	1876-1877	1877-1878	1878-1879	1879-1880	1880-1881
1.Total R.	-13.8	10.3	-0.1	1.9	9.3	0.3
2.Land R.		3-1	1.0	1.9	-1.6	0.5
3.Income from barkhali land	4.6	5.1	-	7.1	7.2	7.2
(b) <u>Simple %age of</u>						
1.Land R. to total tax	92.8	-	94.0	94.4	84.6	84.7
2.Gross R.	7.2	-	6	5.6	15.4	15.3
c) %age recovery of arrears	85.6	-	-	87.3	91.9	94.1

Note: These percentages have been calculated from the statistics of land and gross revenue incomes in the documents cited. Annual reports of Sar suba Political Office of Baroda division, D.N. 106, F.N.628, 1875-76, to 1880-81, C.R.O.

53. The percentage recovery of arrears also see table of footnote 52 Chap. III, Item (c).

thus, in 1879-80 there were 200 hand machines for weaving cloth.<sup>54</sup> And the local textile manufactures were saris, dhotis, and pagdis.

No doubt, the social significance of this kind of development in these times meant the damage to the local traditional weavers<sup>55</sup>. The transition from the traditional to mechanised or mechanical weaving, thus revolutionised the textile industry in India, or at least paved the way for such a change.

(f) Impact on trade and marketing : Increased cultivation and increased production furthered the activities of trade and marketing. And there is ample evidence of a fair amount of it in the mid 1880s<sup>56</sup>. The goods exported by the Baroda prant were cotton and tobacco, sent outside by whole-sale dealers. Local requirements were met by import from Bombay, Ahmedabad and Panchmahals.

The progress of trade in cash crops must have facilitated process of monetization in economy, (seened a decade earlier.

54. Para 91. Annual report of Dubhoi Mahal, 1879-80, D.N.8, F.N.7, the Sar Suba Jamabandi, Branch, C.R.O.

55. A.R.Desai, op.cit. Ch.VI, 'Decline of village Artisan industries'.

56. Annual jamabandi report for 1885-86, D.N. 12, General Pudka, No.12, Ferisht No.49, Baroda Prant Suba, C.R.O.

Factors that contributed to this development :

(i) Measures, as discussed:

While the factors responsible for development in various areas, lie in the conducive policies of the dewan, the role of railways also had significance in that regard.

(ii) Railways : It was railways that mobilised the market, by introducing Baroda State goods to the outside world, and vice-versa and that gave impetus to extension of agriculture. Railways in fact created in the mid 19th century the conditions for growth of modern industries.<sup>57</sup>

In that way, they set in motion those forces which are necessary for a capitalist society viz., capital; merchant class and entrepreneurs in business.

And that they had a significant role in the economic development, is evidenced by their increased use after 1879, which is indicated by the consecutive decline in carts after that year<sup>58</sup>.

Since communications in any case were poor, the railways must have filled in the gap, at least for long distances.

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57. A.R.Desai, op.cit.

58. Cf. footnote, 51 Chap.III.

For the principal cart roads were those running from Chota Udaipur to Dubhoi, then there were some roads in Petlad and Savli; and another one from Jambusar passing to Padra and then to Baroda. These were the main links for transit of roads by cart<sup>59</sup>. There is, therefore, an inter-relationship between the decrease of carts and the corresponding increase in railways. This also indicates another area of transition viz., from the traditional modes of transport to modern ones.

Growth of textiles trade and industry : Baroda & Dubhoi :

The growth in the textile industry at Dubhoi, was contributed by railways<sup>60</sup>. The Dubhoi railway with its connections with Baroda and the B.B. Railway facilitated the cotton trade and cotton manufactures. It contributed to the growth of the hinterland of Baroda and Dubhoi, the impact of which was (1) the growth of the local textile industry<sup>61</sup>, and (2) the growth of these talukas as the major suppliers of cotton in the state, to the British Indian and outside market<sup>62</sup>.

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59. Annual Report by Suba, 1875-76, D.N.106, F.N.628.

60. Para 61, Annual Report of Dubhoi Mahal, 1879-80, D.N.8, F.N.7, Sar suba Jamabandi Branch, C.R.O.

61. Annual report of income department of Baroda Prant, 1884-85, D.N.11, General Pudka No.15, Ferisht No.40, Baroda Prant Suba, C.R.O.

62. Ibid.

By 1880s, thus, Baroda state cotton had a good all India as well as an export market - the special beneficiaries being the Dubhoi and Baroda talukas. Moreover, their importance as a railway junction grew over the year.

Growth of Sankheda timber trade :

The connection of Dubhoi railway with Bahadurpur encouraged the timber trade of the taluka and so contributed to the growth of timber industry, in a taluka which had otherwise poor prospects in agriculture. The woodwork of Sankheda soon established a market in the adjoining state by mid 1880s<sup>63</sup>.

For Sankheda, therefore, the connection with Baroda and through Baroda with the outside world, was a boon to its backward economy.

Padra too gained from the impact of railways and markets. The development of Padra as a textile centre for dyeing cloth and exporting it as well, as in fact a contribution of the same<sup>64</sup>.

Thus local industries grew with the impetus of demand from outside, and capital at home, and the added presence of railways. This brought in money and slowly changed the

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63. Ibid.

64. Ibid.

scene of the place. The importance of railways in a developing economy, therefore, can never be considered as having been exaggerated. In Sankheda, the export of Mohowda to Bombay and Broach was also facilitated.

Increased income :

And the general impact of growth of industry and trade was the increased income for the state, from sources other than land. The fall of land revenue income to 84.7% from 94.4% corresponds with the increase of state income from 5.6% to 15%<sup>65</sup>. This was surely the beginning of the process which in the 20th century led to the replacement of agriculture by other industries or rather the encroachment of other industries, so that the burden of tax upon land<sup>66</sup> was shared by other areas, and so the pressure on land was reduced, and the value as well.

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65. Cf. footnote, 52 Chap. III.

66. An idea of the density of population in the holdings (i.e. upon land) can be seen in the table below :

Density of taluka, seen in holdings.

Tappas	Bighas per head	Vill-ages	Occu-pied bighas	%age of Barkhali	Average holding	Castes of cultivators
Varnama	3½	17	35422	22.6	23	55
Salad	4½	16	27996	25.8	19	20
Bhaili	2½	17	28566	31.6	14	45
Koyali	2	13	23310	46.7	12	41
Sokhda	2¼	15	40469	37.8	13	35
Haveli	5½	19	37647	24.3	12	42
Total	3	97	193210	30.00	14	41

File S.S.Baroda taluka, op.cit. p.5.

Signs of Poverty and Poor conditions :

The greatest relief that the cultivators got during the period of Madhavrao's administration was the reduction in demand, the remissions and the writing off the arrears. No significant change in material conditions in general, was noticed. And that was because it would take time before the benefits of a larger margin of profit, and of the incentives given, would be felt. For the poverty and indebtedness of long standing would surely take a longer time than six years, to shake off.

And that is why poor conditions, specially among the poorer class of cultivators and the backward regions, were reported during this period<sup>67</sup>.

Famine of 1877 :

There was one circumstance of considerable importance in economic history, which affected adversely the process of growth, rather checked it. That was the famine of 1877 in the Deccan, which hit the agriculturists hard, both materially 68

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67. Thus conditions in prant in 1875, 1876, 1877 and 1878. Annual reports of Baroda prant of these years. D.N.106, F.N.628, C.R.O.

68. Note the decline in agricultural stock and implements and in the revenues of the state during the years 1877-79. Figures of foot notes 17 - 18 Chap. III.

and morally, and the immediate impact of which lasted till 1878. There was loss of life<sup>69</sup>, of live stock and of income which affected individual, as well as state economy.

While the price rise of food grains benefited the agriculturists<sup>70</sup>, it seriously affected the poorer classes.

69. Note the annual percentage growth and fall of population during the years 1875-1881.

<u>1875-76</u>	<u>1876-77</u>	<u>1877-78</u>	<u>1878-79</u>	<u>1879-80</u>	<u>1880-81</u>
	0.9			-15.4	19.4

These percentages have been calculated from the statistics on population in the following Annual documents. Annual reports of Sar Suba Political Office of Baroda State Division, D.N. 106, F.N.628, of the respective years.

70. Prices of food grains in Padra and Tilakwada.  
 For Padra pp.275-276 Appendix 8. File 263/28a. S.S.R.  
 Padra Taluka, H.P.O. C.R.O.  
 For Tilakwada - pp. 18. Appendix No.II File 263/25 S.S.R.  
 Tilakwada H.P.O. C.R.O.

Prices are as per maund.

Year	Wheat		Bajri		Juar		Cotton		Rice	
	Padra	Tilak- wada	Padra	Tilak- wada	Padra	Tilak- wada	Padra	Tilak- wada	Padra	Tilak wada
1860	1-8-0	1-0-0	1-0-0	-	0-14-6	-	6-12-0	-	-	-
1861	1-10-0	-	1-2-0	-	1-0-6	-	7-3-0	-	-	-
1862	1-12-0	-	1-3-0	-	1-0-9	-	10-4-0	-	-	-
1863	1-14-0	-	1-2-0	-	0-15-3	-	25-0-0	-	-	-
1864	1-12-0	-	2-8-0	-	2-0-0	-	27-4-0	-	-	-
1865	3-8-0	-	2-10-0	-	1-0-0	-	16-4-0	-	-	-
1866	2-7-0	-	1-1-0	-	2-0-0	-	22-1-0	-	-	-
1867	1-14-6	-	1-8-6	-	1-4-0	-	11-11-0	-	-	-
1868	1-12-0	-	1-1-6	-	1-15-0	-	9-8-0	-	-	-
1876	1-12-0	-	1-1-0	-	1-7-0	-	10-4-0	-	-	-
1877	1-12-0	3-4-0	1-9-0	2-11-6	2-0-0	2-7-0	8-0-0	-	-	3-0-0
1878	3-0-0	3-8-0	2-12-0	3-0-0	2-10-0	2-10-0	8-0-0	-	-	3-4-0
1879	3-0-0	2-4-0	2-7-0	1-0-0	2-7-3	1-5-0	12-0-0	4-0-0	-	2-2-0
1880	2-0-0	1-12-0	1-9-0	1-1-0	1-4-0	1-0-0	9-8-0	-	-	1-12-0
1881	1-8-6	1-15-0	1-0-0	1-9-0	1-4-0	1-6-0	9-0-0	4-0-0	-	1-10-0
1882	1-11-0	1-2-0	1-8-0	1-10-0	1-6-0	1-7-0	10-0-0	4-0-0	-	1-4-0

contd....

And that is indicated by the assets of the household in the famine year, in the rich patidar village of Bhayali of Dubhoi Taluka<sup>71</sup>. Thus Bhayali, where the Patidar population constituted 44.2% of the total population and the poorer class of people 30%; had an average per household of 1.9 ploughs, 3.9 oxen; cows, nil; buffaloes 1%; area under plough 0.06% kumbhas; and houses 0.1 per kumbha.

These figures are instructive. From the percentage of Patidars and the average number of houses per kumbha, it is evident that this asset was enjoyed mostly by the Patidars; and least of all by the 30% of the lower classes. The figures of milch cattle would give the idea of the diet and who got what, and to what degree. By the same logic applied to other figures, it is evident that -

#### 70. cotd...

Note : Measure for the cleaned cotton is per maund in Padra and measure for raw cotton is per Dhadi in Tilakwada. Hence the apparent variation in prices.

Also note that the prices in Tilakwada are not steady and show great fluctuation specially in case of bajri and rice.

71. The village of Bhayali was rich because it had good natural resources for cultivation of cash crops as cotton and tobacco and so had attracted the better class of cultivators or people who could invest. It is interesting as well as peculiar, that where the percentage of better off people is high that of the poor is equally so. There seems to be, therefore, an inherent relationship between the two.

Note: the percentages and averages have been calculated from the statistics of Bhayali village. D.N.3, F.N.2, 1877. Report about villages in Dakshan Prant, p.6, Baroda Prant Suba, Jamabandi branch, C.R.O.

- (1) that even a rich village in time of famine was hard pressed,
- (2) that in a moderately better off patidar village the assets were distributed among them, whereas the low caste people lived in conditions of abject poverty.

These poorer classes specially were driven to incur debts, and to mortgage and sell their lands, for they had to arrange for payment of demand as well as maintain themselves which, in years of price rise, was difficult. And that is how it was reported in 1877-78, that the cultivators were indebted and unable to pay off the loans<sup>72</sup>.

Those that benefited in these years were the richer classes in general, and the moneylenders.

State help : No doubt, the dewan did afford relief by way of giving renilssions<sup>73</sup> and writing off of arrears<sup>74</sup>. In fact,

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72. Annual report of Baroda division by Suba dated 5 Oct. 1877. to Khan Bahadoor Shahabuddin, Sar suba, D.N.106, F.N.628.

73. Note : the revisions in the famine year, and later as well.  
 (a) In Tilakwada Rs.368 and Rs.3648 were given in the years 1877 and 1878 respectively. Later on too they continued, so that they were Rs.139 in 1879; Rs.71 in 1880; S.S.R. Tilakwada, op.cit. pp. 44-45.

(b) In Baroda Taluka Rs.27434 were granted as revision in 1885. S.S.Report, Baroda taluka, op.cit, pp.50-51.

(c) In Dubhoi Rs.157 were remitted in 1877; Rs.9123 in 1878; and Rs.53107 in 1879.

in October 1877, at the first signs of famine which were the inadequate rainfall, appearance of epidemics, and dying of cattle, the dewan toured the districts to ascertain the conditions himself<sup>75</sup>.

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73. contd..

(d) In 1877-78, in the Prant itself, Rs.5697 were given in 1877 and Rs.126694 in 1878.

D.N.106, F.N.628, Annual report 1877-78.

Note: The revision does not appear much for the famine year, in view of the demand realizable which was Rs.94985 in 1877 and Rs.3868514 in 1878. Moreover, the revisions in Sankheda were nil and negligible in Dubhoi, Tilakwada and Sinor. In 1880-81 the revisions were large viz., Rs.188903, the greater part of which went to Petlad Taluka, Ibid.

74. Arrears and revisions in Sinor Taluka, p.21.

S.S.Report, Sinor Taluka, op.cit.

Villages arrears -

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Village	Arrears for	Arrears for	Revisions made in the		
	1876-1887 (disputed) Rs.	1876-1887 (undisputed) Rs.	Year	Rs.	Total includ- ing other Yrs.
Ten	9347	1928	1881	2341	3255
			1882	582	-
Vadaj	18490	2226	1883	2161	3808
			1883	714	
Sadhali	7169	168	1884	294	
			1885	483	
Total for			1881	4562	4986
the taluka	51279	22758	1883	594	
Total					30012

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Note: Arrears are concentrated in certain villages which also have the most revision.

75. Annual report by Suba of Baroda division, dated 1877,  
D.N.106, F.N.628, C.R.O.

By 1879, signs of recoupment evident as better conditions were reported<sup>76</sup> specially due to the rise of cotton prices which benefited the better class of cultivators particularly.

The general impact of the famine on economy, in the two years, however, was bad. Specifically speaking cotton cultivation declined with the increased impetus to good crops<sup>77</sup> and generally speaking the pace of growth was checked<sup>78</sup>.

Increase of Population and its role :

The increase in population<sup>79</sup> that is to be seen in the years between 1875-1881, did have a notable impact on economy. This population increase must have absorbed the benefits of increased income from land - the members per house having

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76. Annual report 1879-80, File, Ibid.

Also note the positive growth in various areas in footnotes 51-52, Chap. III.

77. The area under cotton cultivation declined by 1% during the year 1877-78 and by 37% in terms of estimated produce. Ibid.

78. The recovery of waste land under cultivation, for instance in the year 1878 was slow for it grew by only 0.03% in the year. Ibid.

79. Cf. foot note 68, Chap. III.

increased, and also must have contributed to the further division and fragmentation of operational holdings - more labour force having been created by it.

A General discussion of the period : When in these circumstances, therefore, and also in view of the inadequacy of the dewans reductions, the administration was a little stiff - being determined to organise itself efficiently and to collect its dues properly and effectively, - the uneasiness and difficulties of the people can well be imagined.

Firm administration would have been effective and sound, had the demands too been substantially reduced. But that was not so. Strictness was enforced on the already hard pressed peasants. Under an efficient and watchful administration, they could no longer escape from their burdens in the way they had done earlier. Thus for example, in a Dhumala village<sup>80</sup>, and in the previous lax administration, when no records were maintained properly of a Khatedar's holdings, the Khatedar could rely on the profits of his unassessed or unrecorded land, and survive. In fact, that is one reason amongst others, for the survival of Khatedars under the heavy assessment of the previous two regimes.

But once the land was resumed under the state's direct

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80. S.S. Jarod Taluka, op.cit.

management, or once the land was recorged, it was difficult for the raiyat to escape. For now, he no longer had a piece of land that was not assessed, and to cap it all, the revenue demands were almost as high as before. How then would the raiyat survive and maintain himself in these new circumstances ? He could not. And the breaking down of certain villages, specially the poor ones as Waghodia, as well as the deteriorated conditions of others, noticed in 1890s, were the result and proof of their endurance.

The strictness of the administration of Dewan. T. Madhavrao in recovering revenues, is seen in the instructions of the Revenue Commission Kazi Shahabuddin to Raoji Vitthal, the suba of Petlad<sup>81</sup>. In case the narwadars failed to give revenues, the suba was authorised to enforce payment with armed help of Sibundi and police. Failing that, he was allowed to recover the defaulting village or area of land, under Khalsa management. And the penalty by government for non-payment of revenues was imprisonment and auctioning of their holdings<sup>82</sup>. It is to be

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81. Kazis letter dated June 18, 1875. S.S.Petlad Taluka, op.cit.

82. (a) An illustration of the Sarkar measures for non-payment of revenues is given in Choranda. Here, in the three years ending with 1886, 93 occupants were imprisoned for default in revenue payment, but most of them were released on giving security of payment.

contd...

assumed, that many whose holdings were uneconomic, had to give up their lands. Furthermore, there being no or few alternatives to agriculture during the period, the petty landholders would have been reduced to a position of tenants/sub-tenants, others still would have mortgaged their lands.

A comment on the Measures of the Dewan :

While the measures of the dewan did redeem the situation and pacified the people, they were not completely satisfactory and therefore, along with merits they have demerits as well.

Merits : In respect of giving immediate relief and thereby soothing the tensions that existed, and in respect of preserving the good of the old system and thus providing a smooth and gentle change-over in the transitional period of Baroda history, the measures of dewan T.Madhavrao deserve credit. For in settling the land revenue, the old principle of low rates for the poorer classes was continued, as rates were reduced proportionately for the rich and poor cultivators<sup>83</sup>.

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(b) In the taluka of Dubhoi a hundred people were imprisoned during the years 1881-86, for non-payment of dues, and the occupancies of 132 people were auctioned. S.S. Dubhoi Taluka, op.cit.

(c) In the Baroda prant the coercive measures applied for recovery of revenue in 1879-80 were that the property of 128 persons was sold; of 128 attached and of 314 imprisoned. Annual report, 1879-80, D.N.106, F.N. 628.

(d) Again in 1880-81, the property of 130 was sold, of 136 the holdings were sold, and 170 were imprisoned. Annual Report 1880-81, Ibid.

83. For example, the revised rates of Jarod taluka, were in  
contd...

By the removal of the izara system and the restoration of districts under direct management of the sarkar, not only order and organisation was established, but the districts were afforded relief from the rigours of the farming system. Bighoti rates were introduced in lieu of rates in kind, even in instances where survey was not done and where izara was not removed viz., in the 3 villages - Tilakwada, Varvad and Banjetha of Tilakwada Peta Mahal<sup>84</sup>.

Demerits : In many respects, however, the dewan failed, and there are various of reasons for it.

Defects inherent in a provisional Settlement :

The defects that go with any provisional and rough settlement viz., incompleteness, inaccuracy and ambiguity were one of the factors for the dissatisfaction that ensued, despite the reductions affected. Since the survey was a rough one, made solely by the guide of general information, and hurriedly made, it did not take into account certain defects, viz., the variations in soils. The result was that relief was not proportionate to the quality of soils. The best villages and the best soils were given greater relief simply because they paid more whilst others did not get the relief simply because they were not highly assessed.

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83. contd..

accordance with the qualities of soil, and condition of cultivators as had been in the perced of Khanderao Gaekwad. Accordingly the poorer villages inhabited by the Kolis were let off with a comparatively light assessment.

84. S.S.Tilakwada, op.cit.

Thus the fine alluvial soil of the Koral group in the Choranda taluka was given greatest relief rather than the poorer soils<sup>85</sup>. In the taluka of Sinor, too, the chief attempt in 1875-76 was to reduce the high rates, the result being that only the best lands and the best villages were relieved<sup>86</sup>.

The vagueness and incompleteness of the settlement are to be seen in the broad classification of lands as rice and dry crops lands in Savli mahal of Jarod taluka when we know that variations allowed for more classification as rice, Kiari, bhatta etc. such as are seen in the settlement of 1890s. As the assessment was levied on the estimated bigha which had a variable standard, it was always in excess of the true bigha.

The very general character of the settlement is seen in the case of Choranda, for instance. Here, whilst in some villages different rates were fixed according to capabilities of soil, in most villages of the taluka an all round general rate was fixed on all kinds of soil and this rate was irregular in the context of the constitution of the taluka<sup>87</sup>. No doubt, consideration was shown to the poorer classes.

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85. Cf. footnote 19 Chap. III.

86. Cf. footnote 20 Chap. III.

87. Cf. footnote 19 Chap. III.

It was this same in-completeness that left the narwa lands of Petlad from being settled. Khatas here remained undealt with, and the process of the weakening of the narwa villages continued because the disproportionate rates continued.

(2) Continuance of defects of the old system: The dewan, somehow, did not remove certain evils of the past revenue administration. For example, the taxes that existed in bhagbatai system of izara days, continued to be levied. Then the bighoti rates of Savli mahal, too, continued to be the same as they had been when the mahal had been under the nawab's administration. Here, the revenue demand as well as the oppressive system of collection remained unchanged till the 1880s.

Similarly no change was made in the old rates of assessment in the village of Tundav in the taluka of Jarod. Here, the land revenue and the talpat vero which was the additional tax of Rs.3 per bigha on all land under cultivation since the time of Khanderao Gaekwad, also remained the same. The continuation of the tax in view of the difficulties of the raiyats after 1866, was unjustified, more so as the demand of revenue in any case was high. Then the old method of levying taxes and also the incidence of unequal taxation continued<sup>88</sup>.

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88. The taxes were (1) miscellaneous land revenue such as receipts from sale of grass in waste land; grazing fees;  
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The systems of assessment such as holbandi udhad, and bhagbatai, in the Jarod taluka, also remained unchanged till the 1890s<sup>89</sup>. In view of the fact that these systems were not scientific and worked against the interest of the cultivators, their continuance was not justified. In Jambuwada villages for instance, where these systems continued, the only change from Khanderao's time was that new land taken up for cultivation was assessed at a fixed rate per kumbha. And in the absence of a survey in the village, nothing prevented the holders under the old tenures from enlarging their boundaries as they pleased - an enterprise in which they indulged at opportune moments<sup>90</sup>.

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88. contd...

sums paid for the right to cultivate government lands; since from unauthorized cultivation (2) direct taxes on castes and traders. The unequal burden is seen - in that the Dheds, the poorest people paid Rs.96; banias paid Rs.44 and others got off scot free. The state of the village of the poor in Jarod taluka illustrates how the system of unequal taxation ruined the village. Here a man cultivating no land, and in the position of a day labourer was assessed at Rs.40 on account of veros. Another holding 5 bighas paid Rs.30 on account of direct taxes; yet another paid Rs.5. Such a system led to desolation and desertion of a flourishing colony of Ghanchis or oil presses in Desar. Thus Desar which was a place of trade in the mid 19th century lost its prosperity by the 1890s.  
S.S.Jarod taluka, op.cit.

89. Ibid.

90. Ibid.

The holbandi assessment continued till the 1890s in the peta mahal of Tilakwada of Sankheda taluka<sup>91</sup>.

The disparity in standards of measurement was allowed to remain the same, and this too is unjustifiable as it is against a scientific spirit wherein inequalities in taxation would result. The 3 separate standards of measurement in the Sankheda taluka<sup>92</sup>, for instance, continued without being standardised. Often in one and the same village two different standards were used for continuous fields, and herein lay the flaw of the system.

(3) Insufficient, inadequate relief : While the direction given by the dewan i.e. of reducing the demand, was right, the measure of relief granted was insufficient and inadequate. A look at the reductions made by the dewan in the different talukas of the division, indicates the fact well. Most of the time the difference between Khanderao's rates and the rates of 1875-76 was very insignificant<sup>93</sup>.

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91. A tol was assessed at Rs.35 in 32 villages of the peta mahal and Rs.30 in the remaining three of them. File 263/25, S.S. Tilakwada peta mahal, op.cit. 1892.

92. These were the Dabhoia Kumbha of 13 haths, the Sankheda or Najaria Kumbha of 22 haths; and the Najaria Kumbha of 24 haths. Sankheda taluka, op.cit.

93. In the Choranda taluka for instance, the average demand from 1866-1887 was Rs.666, 508, while from 1876-1887 was Rs.655, 222. For other examples, see the reductions in various talukas footnotes, 8, 10, 13, 14, 15, 19, 20, 25 Chap. III.

In Sankheda taluka too the rates were high. The most over-assessed part of the Sankheda taluka was Domali village where the rates were Rs.5-9-3, Rs.5-12-6 and Rs.6

Caution on the part of the dewan, in surrendering the revenues of the state, is indicated, and accounts for the marginal reduction made. In making his settlement T. Madhavrao did not envisage a programme whereby state revenues would be reduced drastically, and that is why his rates were not much lower than the rates of the preceding regime. It was, perhaps, as a check against giving too long a leash to the cultivators and landholders, that the settlement of T. Madhavrao was not a liberal one, but was one given with restraint.

The dewan's views regarding the nature of relief, are best expressed in his own words : "What I propose seems just and proper and equitable. The landholders maynot allow it as such, for it is the settled policy of all landholders to contend for reduction of taxation to the utmost extent and

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93. contd...

per bigha on poor soils whereas the maximum rate considered for best jirayat lands in Choranda taluka was Rs.5-4-0. S.S. R. Sankheda taluka, op. cit.

Like wise in the village of Tundav in Jarod taluka the rates were Rs.2 per nigha on rice land and Rs.8 on all other land. The rate on rice was too low when the lowest rate of Rs. 5-8 from Bhils in cultivating rice in Waghodia is considered, hut the tax on other lands was high. In addition to that the people had to pay a heavy talpat vero equivalent to an additional tax of Rs.3 per bigha on all land under cultivation. File S.S. Jarod taluka, 1889, op. cit.

for all time .... Besides these landholders and our ryots in general, seem to have got the idea that in consequence of recent political events, they might expect unlimited reductions of taxation. But we are bound to proceed cautiously lest we should needlessly sacrifice land revenue which is the most solid of all public revenue<sup>94</sup>."

(4) Lack of Uniformity : Lack of uniformity in the application of his measures was another flaw of his system. It was seen in his uneven application of survey, wherein certain villages, not surveyed in the time of Khanderao Gaekwad, remained unclassified in these times as well<sup>95</sup>. In this respect, the measure of the dewan suffered from the same ailment as Khanderao's survey.

The villages of alienated lands and the Narwadari villages also remained unsurveyed, so while government villages were somewhat relieved, the peasants of barkhali villages continued to suffer under their landlords. The state too lost revenues.

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94. Memo of T. Madhavrao, dated 25 May 1875, S.S. Petlad Taluka, op. cit.

95. Note for example, the villages of Akoti, and Karnoli in Sinor taluka which were classified only in 1880s. Refer footnote 20 Chap. III for details.

The failure of the dewan to improve the economic condition of the Baroda division in the years 1875-1881, are thus attributed to the factors discussed above. And it was because of the fact that the relief given was inadequate, that a balance had to be made by a policy of giving remissions during the period. May be if the demands had been further reduced, the need for writing off of arrears<sup>96</sup> and of giving remissions<sup>97</sup> that occurred, may not have been to the same extent. So what he kept back at one instance, the dewan had to give away at the other.

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96. For figures of arrears refer footnote 74 Chap. III. Arrears indicate over-assessment and hence the inability to pay.

97. Remissions:

(1) Remissions in Sinor taluka, pp.21, File 263/24, S.S. Sinor taluka. Rs.30012 granted as revisions during 1880s.

(2) In the taluka of Padra a total of Rs.13452 granted as remissions during years 1876-1885. p.240, file 263/28a, S.S.Padra taluka.

(3) Remissions in Baroda taluka, pp.50-57. Statement I, File 263/22 S.S.Baroda taluka :

End of	1881	1882	1883	1884	1885	1886	1887	1889	Total
									Rs.

Rs.	27434	379	338	-	1379	850	807	730	31736
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(4) Remissions in Tilakwada, pp.44-45. Appendix VII, File 263/25, S.S.Tilakwada.

	1877	1878	1879	1880	1881	1882	1883	1884	1885	1886	1887
Rs.	368	3648	139	71	-	18	-	75	7	32	2

That the demands were difficult to pay, and that difficult times continued, is indicated by certain other factors as the large areas of cultivable waste existing till the times of the proper and detailed settlement of the late 1880s and 1890s<sup>98</sup>; by the figures of realisations over the demands fixed<sup>99</sup> and by the fact that the need for substantial relief and reduction<sup>100</sup> such as was given in the late 1880s and 1890s was felt.

98. Land areas :

- (1) In the taluka of Baroda, out of the total areas of 235309 bighas 46698 bighas still remained as cultivable waste in 1890, S.S.Baroda taluka, op.cit., pp.38-39.
- (2) In the Taluka of Petlad, out of the total land area of 188798 bighas; 5792 bighas was cultivable waste in 1896, pp.19-20, S.S.Petlad taluka, op.cit. pp. 19-20.
- (3) In the taluka of Padra, out of the total land area of 183152 bighas; 11986 was cultivable waste in 1888. S.S. Padra taluka, op.cit. p. 144.
- (4) In the taluka of Choranda, out of the total of 216415 bighas in 1890, 17274 bighas were cultivable waste, S.S. Choranda taluka, op. cit. p. 49.

99. (1) Realisations in Tilakwada (average of 15 years i.e. 1887-1892) were Rs.17765-12 the demand of Rs.18216-12, S.S. Tilakwada, op.cit., pp. 20-31.

(2) In the Darapura village of Padra taluka, out of the total sum of Rs.3717-9-6 of realisable land revenue, only Rs.568-13-3 were realised on 1888. S.S.Padra taluka, op. cit, p.32.

100. Note the reductions proposed in the different talukas. They indicated the degree of overassessment that had existed all along.

(1) Proposed reduction in Baroda in 1890s of Rs.92180 i.e. 14.92% S.S. Baroda taluka op.cit., p. 58.

(2) Proposed reduction in Petlad taluka in 1897 was of 1.3% in Petlad and 45% in Sisva, S.S.Petlad taluka, op.cit., pp.69-70.

contd...

Conclusion :

The contribution of the dewan, therefore, towards recovery of the poor conditions was that the process of further decline ✓ in economic conditions was checked.

Assessment of T.Madhavrao's period : 1875-1881 :

During the six years of administration of dewan T. Madhavrao certain forces were set in motion which affected a slow and gradual change in the economy of the talukas.

The reductions of the dewan, in sufficient though they were, and the incentives provided for agricultural development of the talukas, arrested the pace of deterioration<sup>101</sup>. This development is to be seen in the increased area of cultivated land in certain talukas of the state. And these increases

100. contd...

(3) Proposed reduction in Padra taluka was of  $10\frac{1}{2}$  percent. S.S.Padra taluka, op.cit. pp. 387-388.

(4) Proposed rates for Choranda taluka 1890 was a reduction of 14.92%.

(5) Proposed rates for Sinor taluka.

(6) Proposed reduction for Sankheda in 1890s was 16.7%, S.S.Sankheda, op.cit. p. 22.

(7) Proposed reduction for Jarod taluka in 1888 was 13.5%. S.S.Jarod Taluka, op.cit. pp.54-55.

(8) Proposed reduction for Dubhoi taluka was 13.3% in 1888. S.S.Dubhoi, op.cit.

101, The whole period of the dewan's administration shows reduction. The increase and decrease noticed as per the circumstances of famine and on the increased area of  
contd..

obviously added to the revenues of the state and improved thereby its financial situation<sup>102</sup>. Another indicator of improving conditions is the falling figure of arrears - for that denotes the improved ability of the cultivators to pay in their demands<sup>103</sup>.

However, the factor of inadequate reduction, and the famine of 1877, did restrict the impact of benefits that would otherwise have accrued. And though developmental processes had been set in motion as mentioned above, poor economic conditions were noticed in the late 1890s, when the proper work of settlement was undertaken. And the lands mortgaged, and lands sold, as well as the presence of cultivable

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101. contd..

cultivation.

D.N. 106, F.N. 628, Annual reports of the years 1875-76, 1876-77, 1877-78, 1878-79, 1879-80, 1880-81.

102. Below is a comparative statement showing revenues of villages of Padra taluka at different periods, S.S. Padra taluka, op.cit., pp.253-258

<u>Villages</u>	<u>1847</u>	<u>1871</u>	<u>1885</u>
Padra	24474	27828	26509
Brahmawari	3170	9375	9404
Kothwada	755	2104	1608

Note: While the increase of 1871 is attributed to the enhancements made by Khanderao Gaekwad, that of 1885 is due to the increased bighas of cultivated land. In fact, despite the reductions the difference in 1885 for the villages of Kothwada and Padra is not significant.

103. For figure of arrears refer footnote 74 Chap. III.

waste indicate the distress that existed and the areas wherein scope for development existed. The burden of taxation led to relinquishment of land holdings, and as a result losses to state as well<sup>104</sup>.

The real credit of the administration of 1875 lies in its realisation of the fact that the well being of the agriculturists was necessary, not only from the humanitarian point of view but because of their major participation in the economy of the times.

No doubt, the measures of the dewan had their shortcomings and much criticism was made in the contemporary press about his being unable to fulfil the hopes of the various sections in society.

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104. (a) In the taluka of Dubhoi, 4012 kumbhas assessed at Rs.37841 were relinquished in 1885-86, and only a small part of this was taken up for cultivation. The area of land relinquished would have been much greater had not the people held back in view of the forth-coming settlement which it was anticipated, would give substantial relief.

(b) The financial position of the state too was accordingly affected viz., a steady decline in revenues was seen from Rs.401520 in 1880, to Rs.378134 in 1885, to Rs.359644 in 1887. S.S.Dubhoi taluka, op. cit.

But it may be noted that nothing more was possible in so short a time with the multiple<sup>105</sup> problems at hand. Credit must be given to the dewan for having understood the priorities right, and for having attended to the agrarian problems first. Thus matters pertaining to land revenue were tackled first.

In retrospect, therefore, it could be asserted that the policies and measures of the Dewan were apt and justified. The immediate tensions of the period were soothened and the possibility of a peasant uprising that seemed imminent, was prevented.

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105. The other pressing problems of the time were the grievances of the sardars, the bankers, the barkhali landholders; boundary disputes and opium and abkari matters with the paramount power.