Thursday, 27th June, 1889

ABSTRACT OF THE PROCEEDINGS

of the

Council of the Governor General of India,

LAWS AND REGULATIONS

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ABSTRACT OF THE PROCEEDINGS

OF

THE COUNCIL OF THE GOVERNOR GENERAL OF INDIA,

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The Council met at Viceregal Lodge, Simla, on Thursday, the 27th June, 1889.

PRESENT:

His Excellency the Viceroy and Governor General of India, G.C.M.G., G.M.S.I., G.M.I.E., presiding.
His Excellency the Commander-in-Chief, Bart., V.C., G.C.B., G.C.I.E., R.A. The Hon'ble Lieutenant-General G. T. Chesney, C.B., C.S.I., C.I.E., R.E.
The Hon'ble A. R. Scoble, Q.C., C.S.I.
The Hon'ble Sir C. A. Elliott, K.C.S.I.
The Hon'ble P. P. Hutchins, C.S.I.
The Hon'ble Sir D. M. Barbour, K.C.S.I.
The Hon'ble R. J. Crosthwaite.

CENTRAL PROVINCES LAND-REVENUE BILL.

"Since the Central Provinces Land-revenue Act was passed in the year 1881 the experience gained by the officers of the revenue-administration, and especially by the officers engaged in making the settlements now in progress, has shown that the Act requires amendment. The Chief Commissioner has carefully watched the working of the Act and considered those matters with regard to which obscurities or defects in the law have been, from time to time, brought to the notice of the Local Government. He feels that the amendment of a fundamental law like the Land-revenue Act ought only to be undertaken on strong grounds of necessity or expediency, and that in any case nothing should be done to undermine or invalidate principles which had been accepted after full discussion and confirmed by the legislature. He is now convinced from his own experience that, taken as a whole, the system embodied in the Land-revenue Act is well-suited to the requirements of the province, and that nothing like radical alteration of

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the law is anywhere required. There are, however, undoubtedly in his opinion a considerable number of minor matters in respect of which amendment would seem to be desirable; but in considering these he has endeavoured to limit as far as possible the extent of change, and to leave the law unaltered when this course can be followed without serious objection. I must mention here, my Lord, that the Central Provinces Tenancy Act, which was passed in 1883, followed the principles laid down in the Land-revenue Act, 1881, and consequently, if the latter Act is amended, it will be necessary to make a few amendments in the former. I shall, therefore, on a future occasion have to ask for leave to introduce a Bill to amend the Tenancy Act.

"With your Lordship's permission I will notice as briefly as possible the most important amendments which are contained in the Bill.

"In the first place, it is proposed to extend the Land-revenue Act to the scheduled districts of the Central Provinces. These scheduled districts consist of certain zamindári estates included within the limits of six districts. Why these districts were selected to be scheduled is not clear, but, as regards the land-revenue law, the Chief Commissioner considers that there is no reason why it should not be extended to them. They are assessed with revenue, and it is inconvenient that there should be no law for making the settlement of the estates or for realizing the revenue.

"The next amendment contained in section 5 of the Bill with regard to the definition of 'sír-land' is of great importance. By the Tenancy Act of 1883 a proprietor has rights in his 'sír-land' which he has not in other land. He can at his pleasure enhance the rent of the tenant of 'sír-land' or eject him. The amendment, therefore, of the definition of 'sír-land' affects the rights both of the landlord and the tenant and requires most careful consideration.

"The present definition was first enacted in the Land-revenue Act of 1881, and, though it was not considered to be free from objection, it was thought advisable to follow it in the Tenancy Act of 1883. That definition made the following descriptions of land to be sir-land :---first, the land recorded as sir at the last settlement, secondly, land which the proprietor had cultivated himself for twelve consecutive years, and, thirdly, waste-land which the proprietor had broken up and cultivated for six consecutive years. Now, it was obvious that, if the proprietor could make land sir by cultivating it for twelve years, he could in the course of time, by ejecting tenants and cultivating their land for twelve years, convert near-

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ly the whole village-lands into sír-lands. The result would be the destruction of the tenant-right which it was the object of the legislature to preserve. To prevent this result it was provided in an Explanation to the definition that, if after the date of the settlement at which the land was recorded as sir, or after the land had become sír-land under the twelve and six years occupancy rule, the land was unoccupied by the proprietor for six consecutive years, it would cease to be sirland, unless it had been leased to a tenant with an express reservation of sir-rights. It was expected that the proprietor would not be able to cultivate more than a certain quantity of land, and that consequently, if he acquired sir under the twelve years or six years rule, he would lose that or other land under the provision contained in the Explanation. This expectation has, however, not been realized. Once having made land sir the proprietor can let it with an express reservation of his sir-rights to a tenant and so keep it sir. It is also found that by a system of cultivating the land in partnership with a raivat the proprietor can manage to farm a large area himself. The proprietor supplies the seed or part of the labour or only the land, and shares the produce with the raiyat. The tenants of sír-land being unprotected against enhancement and ejectment, there exists a powerful incentive to evict tenants and to convert the land into sir. The tendency of the law is, therefore, to promote a contest between landlords and tenants which may have a most injurious effect.

"In some parts of the country this tendency has hitherto not operated to disturb the relations between them. 'The great majority of málguzárs are,' Mr. Mackenzie says, 'still under the influence of the idea that the raivats of a village are free from interference except at the time of settlement-an idea which has come down to them from the days of native rule and which has furnished so sure a basis for the tenancy legislation of the Provinces.' But it cannot be expected that, the law being as it is, the landlords will remain under this influence. In parts of the provinces the struggle to make the raivati lands sír-lands has already begun. It has been ascertained that in 56 villages of the Hoshungabad district the landlords now hold 28,697 acres against 12,718 acres held by them at the last settlement, whereas the raivats hold only 44,483 acres against 55,506 acres at the last settlement. The cultivated area of these villages has increased by under ten per cent., while the portion of it held by the landlords has more than doubled. The contest in this respect between the landlord and tenant is strongest where the proprietary right in the land has passed to the money-lending classes, who are not restrained by old customs and the kindly relations which existed between the old land-holding families and their tenants.

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In conferring proprietary rights in the Central Provinces it was never the intention of the Government to destroy the rights of the tenants, and in order to preserve these rights a limit must be placed on the conversion of raiyati land into sír-land.

"The landlords also have a complaint to make against the present definition of sir-land. Before the Act was passed a tenant-right could not be acquired in sir-land let to a tenant. Under the Act, if a landlord lets his sir-land to a tenant without an express reservation of the sir-rights and if the tenant holds for six consecutive years, the sir-rights are lost. Many of the landlords through ignorance of the law have omitted to make this reservation, and have thus lost their rights in the land which they had for years regarded as their own peculiar home-farm. This state of the law has given great dissatisfaction to the landlords.

"For these reasons, my Lord, I submit that it is necessary to amend the definition of sír-land. The proposal to amend the definition has not been adopted without the most anxious consideration on the part of Mr. Mackenzie and Mr. Fuller, the Settlement Commissioner; but it is considered that without the amendment the contest between landlord and tenant, which has already commenced, cannot be put a stop to, and that the respective rights of the landlord and the tenant cannot be preserved.

"The Bill proposes to leave to the landlords as sír-land all land recorded as sir at the last settlement, all land which they have been cultivating for twelve years when this Bill becomes law and all waste-land which they have broken up and cultivated for six years ; and, except with respect to land which has been unoccupied by the proprietor for six years when this Bill becomes law, it further proposes to repeal the rule by which sír-rights were lost in land which might be unoccupied by the proprietor for six consecutive years. The amendment therefore will as far as possible secure rights already acquired over raiyati land while limiting their acquisition for the future. It is not intended, however, to restrict unduly the acquisition of sir-land by a proprietor. It is, therefore, provided by section 19 of the Bill that the Settlement-officer shall record as sir all land which he finds has been cultivated by the proprietor for twelve consecutive years, subject to this proviso that raiyati land which has been so cultivated shall not be recorded as sir if the total area of sir-land in the mahal would thereby amount to more than a quarter of the cultivated area of the mahál. In effect, therefore, the landlord will have ample power to increase his sír-land by breaking up waste-land and cultivating raiyati land, while he will not

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suffer the loss of his sír-rights through ignorance of the law or neglect to secure them by an express reservation. The tenant, on the other hand, will be protected against the loss of the raiyati land by an excessive conversion of such land into sír. It is hoped that these amendments will effect a substantial improvement in the law.

"The next important amendment is contained in section 17 of the Bill. This section inserts a section in the Act with a view to protect thekadárs, gaontias or farmers whose rights were not provided for at the last settlement. In some parts, especially parts which were remote from the seat of Government and which comprised a large amount of waste-land or forest, the Native Governments used to assign a large tract of land to a person, called a zamindár, who had to pay the revenue assessed on it or to render service to the State and who made what he could out of it. No doubt, under an arbitrary Government, the zamindár was liable to enhancement of the revenue-demand and to be dispossessed. He managed the estate by leasing villages or tracts of land to thekadárs or gaontias, who paid nazarána or a premium for their leases, and also a yearly revenue with numerous cesses. They established or improved villages, induced cultivators to reside in them and take up land; they brought waste-land into cultivation, constructed tanks and spent money on the improvement of the property. The custom was that when a lease expired it was renewed to the same thekadár or gaontia or his heirs on the payment of a premium. The zamindár seems to have had the power of ejecting his thekadárs or gaontias, but as a matter of fact the power was seldom exercised. If a thekadár who had spent his money on a village in the expectation of being allowed to continue holding it had been ejected, it would have been difficult for the zamindár to have found another competent person to manage the village. The position then of the gaontia or thekadár with respect to the zamindár at the last settlement was similar to the position which the malguzars had with respect to the Government. The gaontia or thekadár, therefore, was entitled at the settlement to have some kind of proprietary right conferred upon him, and in some cases such a right was conferred : but in other cases, owing probably to inadvertence, the full proprietary rights were conferred on the zamindár and the thekadár and gaontia were left absolutely unprotected. The result has been that, as the country has been opened up and the competition for land has increased, the zamindárs have sought to raise the rents of the thekadárs and gaontias, or to exact heavy nazaránas from them for a renewal of their leases. In some cases the rents demanded have been agreed to and the nazarána paid, and the thekadár or gaontia has

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proceeded to pass on the exaction to the tenants. In other cases the thekadár or gaontia has resisted the zamindár's claims and has been ejected.

"To remedy the omission made at the settlement with regard to protecting the rights of these thekadárs and gaontias section 17 of the Bill proposes an enactment conferring on the Settlement-officer power to inquire into their claims, and, if it is proved that they were in possession at the last settlement or have established their villages or effected substantial improvements at their own cost, to provide for their protection against arbitrary enhancement or ejectment. To meet the cases of those persons who have been ejected recently, probably because the zamindar apprehended that they might be given rights at the present settlement, power is taken for the Settlement-officer to restore to possession and to make provision for the protection of those thekadárs or gaontias who were in possession at the last settlement or have been ejected within a period of three years before this Bill becomes law. These powers conferred on the Settlementofficer can only be exercised with the sanction of the Chief Commissioner.

"The next subject I have to notice, my Lord, is the provision made for raiyatwari settlements by section 18 of the Bill. In some districts of the Central Provinces there are tracts over which no proprietary rights were conferred at the last settlement. These tracts are cultivated by tenants holding directly from the Government, but there are no special provisions in the Landrevenue Act with regard to the status of these tenants and the assessment and realization of the revenue payable for their holdings. Mr. Mackenzie is in favour of extending cultivation in places where this will not conflict with the true interests of the Forest Department, which stepped in as the proprietor of all land excluded from the village-waste. He considers that it is in the interests of the people as well as of the Government revenue to meet the keen demand for land which exists in some places, by throwing open to cultivation blocks of culturable waste which are now included in the Government forests, but which have no value from a forest point of view. The question, he points out, assumes an important aspect from its connection with the encouragement of immigration from the crowded districts of the North-Western Provinces and Behar. It is considered that in the best interests of the people and the Government it is advisable to settle these lands directly with the cultivators instead of letting them out to middlemen. The area, therefore, of Government land cultivated by raiyats may be expected to grow annually in importance, and it is necessary to

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make provision for making settlements with raiyats and for realizing the revenue from them.

"The system of raivatwari settlement which the Bill proposes is generally similar to that of the Bombay Presidency which has been lately followed in settling certain villages in the Chánda district of the Central Provinces. Power is given to the Chief Commissioner for the assessment of the lands held by Government raiyats ; the lands will be divided into survey-numbers, on each of which a separate assessment, either fixed or progressive, or in the form of rates chargeable according to the results of the harvest, will be made. Provision is made as to the person to whom the assessment is to be offered and the responsibility for, and the realization of, the revenue. With regard to the nature of the right of a raiyat in his holding, it is provided that the right shall be heritable, but the power of transfer is carefully limited, inasmuch as experience has shown that the conferring of a transferable right on a raiyat proves too often a curse instead of a blessing. The raiyat is tempted to borrow money on the security of his holding, and loses his land. It is better to secure his land for him even though by so doing we limit his power of borrowing. In the raivatwári village there will be appointed a patél who will represent the raiyats in their dealings with the Government, and whose duties regarding the collection of the revenue, the reporting of matters of which the Revenue-authorities require information with respect to his village, the preservation of Government forests, and so forth, are enumerated in section 28 of the Bill. The patel will occupy a position similar to that of a lambardár in a málguzári village; and by section 27 of the Bill it is provided that he shall ordinarily be the mukaddam of his village and that his remuneration shall be fixed by the Chief Commissioner. Provision is also made in the new section 67I for raiyats who hold Government land not included in regularly settled raiyatwári villages. This provision calls for no special remark.

"The next amendment which requires explanation is that contained in section 22 of the Bill. At the last settlement proprietary rights were in some cases granted in forest-land, but the rights of the tenants to the use of the forest and to cut wood for the repairs of their houses and for agricultural purposes were reserved, and generally the proprietor was bound by the record-of-rights or his sanad to manage the forest properly and in accordance with the orders of the Government. With the extension of railways and the opening up of the country there has been a great rise in the value of timber and forest-produce, and consequently a difficulty has been for some years experienced in compelling

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the proprietors to act up to their engagements and to preserve their forests. Section 123 of the present Act was intended to meet this difficulty; but the power to fine a proprietor two hundred rupees for cutting down a village-forest is ineffectual. The proprietor can probably make ten times the amount of the fine by disregarding his obligations and cutting and selling the trees in the village-forest. The destruction of these forests by the proprietors is contrary to the agreements, either express or implied, made by them at the last settlement, it defrauds the inhabitants of the village of their rights in the forest, causes a loss of revenue to the Government and may produce inurious effects on the rainfall and water-supply. Section 22 of the Bill, therefore, contains a provision which it is considered will enable the Local Government to secure the proper management of village-forests. This provision empowers the Chief Commissioner to make rules regarding the management of forest-land which a proprietor is bound under the record-of-rights or his sanad or any other agreement with the Government to manage in accordance with the instructions of Government officers. If the rules are disregarded, the forestland can be taken under direct management with the previous sanction of the Chief Commissioner, and the timber cut in contravention of the rules may be confiscated. I may mention also that a further means of controlling the owners of these forest-lands is afforded by the power of making the assessment on the forest-lands take the form of rates chargeable according to the results of each year or part of a year. This power is conferred by the amendment of section 46 of the Act made by section 15 of the Bill, and will enable the Government to assess the revenue on the value of the timber and forest-produce disposed of by the proprietor.

"The next subject which I have to notice is the partition of maháls. In the present land-revenue Act there is only one section (136) regarding partition. This section gives a co-sharer who holds his share in severalty the right to have that share made a separate mahál liable only for the revenue assessed upon it. The North-Western Provinces Partition Act (XIX of 1863) has also been extended to the Central Provinces, and under it a sharer in a mahál is entitled to claim perfect partition, that is, to have his share divided off and made a mahál separately assessed with revenue; but he cannot have imperfect partition made, that is, a separation of his share in the mahál without a separation of the joint liability for the revenue assessed on the mahál. The result is that, when a sharer in a mahál wishes to hold his share of the land in severalty, he is obliged to apply, for perfect partition. From a revenue point of view it is inconvenient to have incompact maháls, that is, to have the lands of one mahál mixed up with the lands

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of another mahal; but, owing to the physical features of the country, it is frequently impossible to make a fair partition so as to make the shares compact. The good land often lies in one place and the inferior land in another. It is consequently extremely difficult to make a perfect partition which will be fair to the sharers and at the same time will not cause inconvenience to the revenue-administration. The unlimited power of claiming a perfect partition is open also to another objection. Every mahál must be separately assessed and should ordinarily have its separate record-of-rights, and, if a number of small maháls, assessed separately with perhaps less than Rs. 20 annual revenue, are created, great inconvenience and expense will be caused to the administration. In two districts (Chánda and Nimar) it was provided in the record-of-rights at the last settlement that a perfect partition should not be made without the sanction of the Chief Commissioner, and, considering that proprietary rights have so recently been granted in the Central Provinces, the Government can fairly impose limitations on the right to perfect partition in other districts and can refuse to allow changes affecting the security of the revenue during the currency of a settlement. Where málguzárs have jointly agreed to pay the Government revenue, the Government may fairly decline to release them from their joint liability. At the same time it is considered that every facility should be afforded to sharers to obtain an imperfect partition, so that they may have a fair division of the villagelands and that each may hold his share in severalty. It is believed that perfect partition will seldom be asked for if an imperfect partition can readily be obtained.

"The new sections inserted by the Bill provide that any co-sharer may claim at any time imperfect partition of his share, but that perfect partition can only be claimed at the time of settlement, and then only by a sharer who holds his share in severalty. Provisions adapted from the North-Western Provinces Land-revenue Act are made for carrying out an imperfect partition. With regard to perfect partition, power is given to the Settlement-officer, subject to rules made by the Chief Commissioner, to declare that a share held in severalty is a separate mahál.

"Section 27 of the Bill makes some changes which require notice in the law regarding the mukaddams or village-headmen. In moving that the Bill which is now the Land-revenue Act of 1881 be passed, Sir Charles Grant made the following remarks regarding mukaddams :---

'As the Chief Commissioner explains in his letter, * * the miscellaneous duties which the Bill imposes on the mukaddam had always, in the Central Provinces, been discharged by the head of the village; and, under the Native Government, any neglect of them

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would probably have resulted in forfeiture of the village. Even in the earlier days of our rule. before the award of proprietary right at the late settlements, no difficulty could arise in enforcing the performance of these duties, as the bulk of the land was held on mere farming leases, which the Government could always renew or not as it pleased ; and at the head of each village was a responsible farmer, who was aware that the continuance of his lease depended on his good behaviour. The recent gift of proprietary right set grantees free to sub-divide among their families or to sell to richer men. Thus, many village-estates broke up, whilst others accumulated in the hands of absentee capitalists. In the latter case, the Government had no one to look to for the performance of the customary duties attaching to land; whilst, in the former, there were so many landlords that responsibility was divided and frittered away. Further, notwithstanding pledges made by them at the settlements, landholders, in some instances, took advantage of the increased securities of their position to neglect duties which could no longer be exacted from them by the simple expedient of ejection. Consequently, there was a practical difficulty to be dealt with, and, in the words of the Chief Commissioner, "no more simple or effective arrangement was possible than appointing a mukaddam in each village to discharge the miscellaneous duties properly devolving on the village-head." '

"These were the reasons, my Lord, which led to the legislation regarding the mukaddam or village-headman in the Land-revenue Act of 1881. It has been found, however, that the provisions of that Act are in this respect somewhat deficient.

"The law now provides that, where there are resident málguzárs, one of such málguzárs shall be the mukaddam; but the resident málguzár may have only a small share in the village and very little influence. Experience has shown that it is generally hopeless to look to any one but the lambardár, the real head of the village, for the authority which the mukaddam requires for the proper per-Moreover, the allowance which is given to the formance of his duties. mukaddam is generally so small that it is insufficient to induce a person to undertake the duties and responsibilities of the office. The duties which the Act attaches to the office of mukaddam are duties which are properly attached to the ownership of property, and it is necessary that this responsibility of owners of property should be insisted on. The amendment proposed by the Bill is therefore to provide that the lambardár of a village shall also ordinarily be the mukaddam; that if the lambardár does not reside in the village he shall be bound to appoint an agent to perform his duties; and that notwithstanding the appointment of an agent the lambardár-mukaddam shall be responsible for the due performance of duties imposed on a mukaddam by the Act.

ance of the duties of the mukaddam, and to maintain his authority (which it is

especially necessary to do in the matter of village-sanitation), section 39 of the Bill provides a penalty for failure to perform his duty or abuse of his authority by a mukaddam, and also a penalty for neglecting or disobeying a reasonable and lawful order made by a mukaddam.

"The next important amendments are contained in sections 29, 30, 31 and 32 of the Bill and relate to patwáris.

"These amendments provide, in the first place, for the appointment of patwaris in places where no patwaris previously existed; in the second place, they legalize the collection of the dues payable by tenants in return for the patwaris' services through the malguzars instead of by the patwaris themselves; and, in the third place, they legalize the appropriation of part of the proceeds of the patwari-cess in defraying the expense of a supervising staff and in meeting charges connected with the working of the patwari-system, such as those for instruments and forms.

"At the last settlement the proprietors in some districts were allowed the option of maintaining patwáris or of making their own arrangements for the performance of the patwári's duties. The result was that in many cases no patwari was maintained and no proper arrangement was made for the performance of his duties. To remedy this section 145 of the Act provided that the Chief Commissioner might make rules empowering the Deputy Commissioner to impose fines on the proprietors and therefrom to make provision for the temporary performance of the duties of the patwári, or to appoint a patwári and to fix his remuneration. No provision was made as to the persons who were bound to pay this remuneration. This enactment has not worked satisfactorily. In many cases proprietors have consented to have a patwári appointed and to pay a patwári-cess, but it is inconvenient to leave it open to proprietors to decide whether they will have a patwari or not. There are also a few unimportant revenue-free grants for which provision should be made for the maintenance of a patwari. Power is accordingly taken, by amending section 144 of the Act, so as to enable the Chief Commissioner to appoint patwáris in tracts where they have not been heretofore appointed, and section 145 of the Act is repealed, as it will no longer be required.

"Section 32 of the Bill adds a new section (146A) giving the Chief Commissioner power to fix the contributions payable by the proprietors and tenants towards the remuneration of patwaris, the cost of supervising their work and maintaining their records. This will enable the Government to enforce the

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payment of the patwári-cess and will legalize the expenditure of a part of the patwári-fund in paying for a portion of the supervising establishment of revenueinspectors and for charges connected with the working of the patwári-system. The fees paid by tenants to patwáris constitute in some districts of the Central Provinces a large proportion of the patwári's emoluments. When these fees are payable in cash it is desirable that they should be collected by the málguzár and paid into the Government treasury instead of being collected by the patwáris themselves. Section 146A therefore gives the Chief Commissioner power to direct that the patwári's fees shall be paid into the Government treasury by the lambardár of the mahál or the patél.

"The limit now fixed with regard to the amount chargeable as patwári-cess remains unaltered.

"There is only one other matter which I think requires notice. Section 33 of the Bill inserts in the Act a section giving power to the Chief Commissioner to provide by rule for the appointment, removal and remuneration of kotwars or village-watchmen, and to define their duties. In the present Act there is not much said about these officers. The Settlement-officer is given power to determine disputes regarding the right of any village-watchman to any customary dues, or other remuneration, and his liability to render any customary service. It is further provided that the lamdardár is to collect and pay into the Government treasury the remuneration of the village-watchman, and that the mukaddam is to control and superintend him, to report his death or absence from duty, to maintain him in possession of his service-land, to recover and pay to him any cash allowances to which he may be entitled, and to take such steps as may be necessary to compel him to perform his duty. It may seem out of place to legislate for a village-watchman in a Land-revenue Act; but the kotwar or village-watchman is an administrative officer, like the mukaddam, and is remunerated by a grant of service-land. He therefore falls within the class of villageofficers with which the Land-revenue Act deals. It is expedient that he should not be left without control, or subject only to the control of the malguzar, and that provision should be made for his appointment and removal from office.

"The remaining amendments contained in the Bill relate to matters of minor importance. They are, I think, sufficiently explained in the Statement of Objects and Reasons, and I need not therefore detain your Lordship in Council by refumerating them in detail."

The Motion was put and agreed to.

The Hon'ble MR. CROSTHWAITE also introduced the Bill.

The Hon'ble MR. CROSTHWAITE also moved that the Bill and Statement of Objects and Reasons be published in the Gazette of India in English, and in the Central Provinces Gazette in English and in such other languages as the Local Government thinks fit.

The Motion was put and agreed to.

The Council adjourned to Wednesday, the 3rd July, 1889.

S. HARVEY JAMES,

Secretary to the Government of India, Legislative Department.

SIMLA; The 27th June, 1889.

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