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# PRELIMINARY REPORT

OF THE

# HISSAR SETTLEMENT.

BY

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Financial Commissioner's Office,  
Haryana.

ALEX. ANDERSON, Esq., C. S.,

*Deputy Commissioner.*

1889



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1890.

No. C-157, dated 15th July 1889.

From—E. D. Mactagg, Esquire, Junior Secretary to Financial Commissioner, Punjab,  
To—Commissioner and Superintendent, Delhi Division.

In reply to your letter No. 453, dated 28th June 1889, forwarding a Preliminary Report on the Hissar Settlement, by Mr. Anderson, I am directed to send a copy of a note, dated 12th July 1889, by Mr. W. M. Young, 2nd Financial Commissioner, for your information and guidance, and communication to Mr. Anderson.

2. The enclosures of your letter No. 697, dated 5th September 1888, are also herewith enclosed. It is requested that they may be returned to this office after perusal.

**Note, dated 12th July 1889, by W. M. YOUNG, Esquire, Financial Commissioner, Punjab, on Mr. A. Anderson's Preliminary Report on the Assessment of the Hissar District received with Commissioner's No. 453, dated 28th June 1889.**

I understand that Colonel Grey has accepted Mr. Anderson's conclusions regarding the Assessment Circles, and has assented to the retention of the three Circles framed at last Settlement, viz., Hariāna, Bagār, and Nāli. Abandoning the suggestion for seven circles in their place, I do not understand that the records will be framed ultimately with regard to the subdivisions of these circles adopted by Mr. Anderson to illustrate the extent to which certain parts of the circles depart from the average of the whole. This would practically be to increase largely the number of assessment circles, which does not seem necessary. On this understanding I accept Mr. Anderson's circles.

Circles.

2. I also agree to the classification of soils simply into nahri, sailfb, and bārāni, for each circle for the purpose of fixing rates, to which also Colonel Grey has given his assent.

Soils.

3. I think Mr. Anderson's calculation of the rise in prices is somewhat open to criticism. In para. 6 he gives the averages of certain classes of produce for 5 years before the previous settlement, and records an opinion that, if the revenue rates had been founded on produce estimates, these averages would probably have been used. Further on he gives what he considers fair average prices for similar calculations at the present time. The following table shows the comparison (sers per rupee):—

Prices.

	Before the previous Settlement.	For present purposes.
Jowār ... ..	51	37 to 42
Bājra ... ..	42	32 to 36
Moth ... ..	48	40
Mung ... ..	44	40
Wheat ... ..	27	25 to 27
Barley ... ..	37	35 to 40
Gram ... ..	38	35 to 40



Thus, for the Rabi crops, no rise is actually admitted as justifiable for the purpose of working out produce estimates, though Mr. Anderson says (para. 7) that it may be safely asserted that producers now receive 50 per cent. more for their

wheat; and in Statement II the increase per cent. for the crops above-mentioned as between the average prices before last settlement and the average prices for the last three years, varies from 32 to 91 per cent., the increase in wheat standing at 59 per cent.

I gather from Statement I that Mr. Anderson has included the famine year 1860-61 in his averages for the years previous to the last Settlement, as these averages are the same as those given in the second line of the statement, and this line purports to show the average for the years 1858 to 1861, inclusive. If so, I think this was a mistake with reference to para. 12 of Circular No. 39 of 1888.

4. Mr. Anderson explains that rents in kind are almost unknown, and that the inferences to be drawn from produce estimates are therefore of secondary consideration. This may be so, but I agree with Colonel Grey that both in regard to prices, and yield of produce, Mr. Anderson's estimates are very moderate. I observe that he discards the statistics of yield in Rohtak as being much higher than those in Ferozepur and Sirsa; whereas for purposes of comparison with the adjoining tracts it is always well to consider conclusions framed by other officers, and Colonel Grey pronounces the Sirsa estimates very low. I accept Mr. Anderson's estimate of one-sixth of the grain as representing, generally, the share due to the State, on an estimate based on batai rents; but I consider that the other elements in this calculation err somewhat on the side of moderation. Mr. Anderson, however, has not relied to any extent upon it in arriving at his rates, and in this course he is justified by the small proportion of rents taken in kind. It is, therefore, sufficient to accept, generally, Colonel Grey's view, that the rise of prices has been on the whole about 60 per cent. since last settlement.

5. Mr. Anderson has mainly directed his attention to cash rents, as affording the best basis for reaching a half net assets estimate for the State demand. His processes have been very thoroughly and carefully elaborated. He has taken all cash rents paid by tenants-at-will into account, while he observes that the rents paid in zamindari and pattidari villages are true rents in a sense which cannot be alleged of those paid in bhyachara villages. He has made no attempt to exclude customary rents paid by tenants-at-will. He has also excluded from consideration demands made from tenants-at-will on account of grazing due, permission to cut bush on waste land, nazarana paid on reclamation, servitudes in the shape of labour, or a bundle of fodder and such like. Colonel Grey has, moreover, previously expressed an opinion that for various causes the cash rents paid by tenants-at-will are very low, and, except in the large estates, represent something short of true rents. Moreover, Mr. Anderson has not fixed his rates at one-half of the cash rents, but has, in almost every case, gone somewhat below half the rents in zamindari and pattidari estates, which are nearest to true rents. The exceptions to this are the rates fixed for sotar lands in Fatchabad and Barwala.

The accompanying table shows the rates deduced from rents, as compared with the average cash rents:—

- (1) of all tenants-at will;
- (2) of tenants-at-will in zamindari and pattidari estates; and with the rates based on batai rents.

I consider Mr. Anderson's rates may safely be accepted, and as they give an increase, (with the proposed rates on waste) of 71\* per cent., it is probable that there is no need to dwell upon the causes above mentioned which point to their moderation. It is certain that they are not too high, and it is probable that, under the instructions of para. 5 of Circular 39 of 1888, they might have been pitched higher at the present stage. This will no doubt be borne in mind by Mr. Anderson in considering the considerations of an opposite character, which may be held to preclude the realization of the full increase.

\* This should be 74 per cent.; a mistake was made in the Preliminary Report  
A. ANDERSON,  
Dy. Commr.  
9-10-88.



From—Colonel L. J. H. GREY, C.S.I., Commissioner and Superintendent, Delhi Division,  
To—The Secretary to Financial Commissioner, Punjab.

Preliminary Report on  
the Hissár Settlement.

I FORWARD, with some marginal notes, Mr. Anderson's  
Preliminary Report on the Hissár Settlement.

2. I before sent you for information (my No. 697, dated 5th September 1888), Mr. Anderson's sketch for this report and my orders thereon. Mr. Anderson has, in this report, carried out the instructions therein given (extract attached for easy reference), and thus shows what is actually due to Government on the figures. This knowledge appears to me indispensable for dealing with reports of proposed rates of assessment.

3. I accept his price estimates (paras. 7—12 and column 12 of Statement II). They show (column 4, Statement II,) a general rise of more than 30 per cent. since last settlement. In Umballa from 60 to 66 per cent. was shown as the rise, and the probability is that Hissár, with equal railway advantages, is not really much below that figure, if periods be compared there in the same way as in Umballa.

Mr. Anderson's outturn estimates (para. 13 and Statement IV) are, I consider, very low, as were the Sirsa estimates on which he relies.

4. For the application of these statistics Statement V (*see* para. 15) is most valuable, and gives the revenue rate on indisputable figures, if the price and outturn estimates are accepted. Comparison of column 26 of that statement with rates obtained from rents (para. 16) is made in columns 11 and 10 of Statement VI, and shows at a glance how custom affects the latter.

5. Column 10 of Statement VI agrees fairly with the rates proposed in para. 2 of my forecast submitted in February 1886, and quoted in my No. 697, dated 5th September 1888:—

Forecast.				Column 10, Statement VI.	
Dahan ... ..	...	...	...	} 12 annas	{ 12
(Irrigated Sotar)	...	...	...		
Sotar ... ..	...	...	...	} 10 "	{ 6-9
1st class Hariána	...	...	...		
2nd " "	...	...	...	} 7 "	{ 7-6
1st " Bagar	...	...	...		
2nd " "	...	...	...	} 3 "	{ 6-6
3rd " "	...	...	...		
					{ 6-6
					{ 5-6
					{ 3
					{ 3-9
					{ 4

I concur in Mr. Anderson's remarks (paras. 17—21) regarding the manner of obtaining the rates stated in that column. In fact, the figures of the tables in paras. 38, 56, 64, 69, 92, 99, 105, 114, 126, 132, 144, 152, 163, 165 and 173, are a proof of the soundness of his calculations.

6. I accept the rates on waste proposed in paras. 23 and 24. The Fatehabad waste is, however, certainly worth an assessment of 2 annas an acre. At the last settlement 1 anna and 1 anna 4 pies per acre was charged; and ghi is now much more valuable.

7. In the Bhiwáni Bagar, Mr. Anderson shows a revenue rate of 3 annas 9 pies, against an average of 6 annas in Jind and Loháru (paras. 41 and 42). These contrasts with the assessments of Native States exist every where, and are very significant when it is observed that comparison of villages on either side of a border shows no perceptible difference in material comfort. One difference, however, I frequently find. Our people are in debt and the ryots of States are unembarrassed.

8. In the various rates stated for the Bhiwáni Hariána, the contrast with Jind rates shown in para. 58 is remarkable. Neither in these circles nor elsewhere, in the district, does Mr. Anderson propose to assess wells. In this, I concur for the reasons given in his para. 37.

9. In the Hási Hariána the rates come out lower than in the Hariána of Bhiwáni, notwithstanding superiority of soil. They are affected by the untrue rents in *Bhyachára* and *Kásh* *Harsála* villages, as shown in paras. 61 and 67. The contrast between these and Jind rates is strongly brought out in para. 71.

10. In the table of para. 72, Mr. Anderson shows conclusive figures in support of an owner's rate of above 1 rupee per acre, or half the average water rate. I say "above" because the dry rate stated in the table is more than will really be taken. My forecast submitted in 1886 assumed that the owner's rate should be above 1 rupee an acre. At any rate I consider that it should be taken, as elsewhere, at half the occupier's rate.

11. There is nothing specially requiring remark in the Hissár Tahsil figures, but paras. 136 to 141 regarding the inundated land in Fatehabad should be closely considered. My opinion is that, wherever else we may go below rates in Hissár, here at any rate we should adhere to full rates. My forecast was 12 annas an acre, which is the rate now stated by Mr. Anderson, but he shows good reasons for rating the irrigated land at a rupee, and I think that this rate would amply allow for bad years. The produce of *sotar* land, when it does get full irrigation, is truly astonishing. Similar land in Barwála (paras. 168 to 170) would doubtless be sufficiently assessed at 12 annas (Mr. Anderson proposes 11 annas) as lying higher.

Revenue resulting from proposed rates.

12. It is needless for me to remark at length on Mr. Anderson's para. 174 which summarises his results.

Existing rates on existing cultivation would give an increase of 31 per cent. (1); or, assessing the waste at from  $\frac{1}{2}$  anna to  $1\frac{1}{2}$  anna, an increase 33 per cent. (2); or, adding the increase of owner's rate, an increase of 37 per cent. (3). If existing rates are increased to those indicated by the rents, then, with the assessment on waste, the increase would be 71\* per cent. (4); or with increased owner's rate 78† per cent. (5). My forecast did not include any assessment of the waste, and it estimated an increase of 58 per cent. exclusive of owner's rate; I was afraid, then, to propose to take so much at once from a district like Hissár; but, as stated in the correspondence forwarded with my No. 697, dated 5th

September 1888, further experience has altered my views. I should certainly still prefer not to take so much as 78 per cent. at once, and to reach the full demand in 10 years, either by a short settlement for that period, or by progressive *jamas*; but, if neither be approved, I think that an increase of certainly 60 per cent. might be taken for a 20 year period.

Extract para. of Commissioner's orders on Mr. Anderson's notes for Preliminary Report on Hissár Settlement.

On the general question as to whether we should take the enhancement given by fair rates, I had doubts when I drew up that forecast, and I proposed progressive rates to reach the full amount in ten years. However, I have no longer the objection I had then to an increase of 50 per cent. to 75 per cent. over whole circles, even though this runs to 200 per cent. in individual cases.

On this I have consulted Messrs. Purser and Fanshawe, and learn that in the Rohtak Central and Western Circles increases of 85 per cent. and 65 per

Revenue resulting from proposed rates.

\* This should be 74 per cent. a mistake was made in the Preliminary Report.

† Should be 75 per cent.

A. ANDERSON,  
5-10-82. Dy. Commr.

cent. were taken, and that at this moment "the villages of these Circles are in good case, most of them flourishing, none badly off."

To see how such enhancements will work, the value of the produce of an average holding should be carefully worked out, and the percentage of the reduction of a cultivator's income by an increase of 30, 50, 60 per cent. of the present total revenue demand be carefully considered.\*

My forecast of February 1886, contemplated an enhancement over the whole district of more than 50 per cent. within ten years, and I now think we might well take that at once. In Ferozepore so much and more is being taken.\* I bear in mind that my directions for excluding cesses from consideration, and for including all cultivated area in the assessment, will considerably increase the percentages of enhancement now stated in this Memo., and no doubt it may be impossible to take the whole enhancement which will be found due by rates. But I request that these rates may be fully and fearlessly fixed at what the assets indicate. Afterwards it is for the Settlement Officer, with the permission of Government to assess under rates, to such extent as circumstances may show to be necessary. But if the fair claim of the Government has to be reduced on account of too low assessment hitherto, it is nevertheless necessary to show clearly what that fair claim is, and what abatement should be made, and for what reasons. This can only be clear if the rates are fairly fixed on the data of rents and produce. I therefore request that Mr. Anderson will work out what the demand will be at half rent rates, on existing cultivated area, checking this by a produce estimate. Assuming these to give a percentage of increase which we cannot take, he will show, contrasted with the rates afforded by the above, the rates which he would propose to assess in order to afford the utmost increase which he thinks it safe to take.

\* I still think that it would be preferable to take, as proposed in my forecast a smaller increase for a ten year term. I find that Mr. Parker is strongly of the same opinion. But he agrees with me that, as the Lieutenant-Governor's concurrence in Colonel Waco's view on this point (semi-official letter printed as page 6 of the orders on the Umballa Settlement just completed) settles the question of period we must face the large enhancement at once.

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