

FINAL REPORT
ON
THE 11th REVENUE SETTLEMENT
OF
THE GARHWAL DISTRICT

BY
CAPTAIN A. W. IBBOTSON, M.C., M.B.E., I.C.S.,
Settlement Officer, Garhwal



ALLAHABAD:
THE SUPERINTENDENT, PRINTING AND STATIONERY, UNITED PROVINCES
1933

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No. 251.

FROM

CAPTAIN A. W. IBBOTSON, M.C., M.B.E., I.C.S.,
SETTLEMENT OFFICER,
NAINI TAL.

TO

THE COMMISSIONER,
KUMAUN DIVISION,
NAINI TAL.

Dated Camp via Naini Tal, January 16, 1931.

SIR,

I HAVE the honour to send herewith three copies of the Final Report of the Garhwal Settlement without records.

I have signed the report as Settlement Officer, Garhwal, to avoid confusion. I was Settlement Officer there when I drew up the report but as you know I have now moved on to Naini Tal.

I have the honour to be,

SIR,

Your most obedient servant,

A. W. IBBOTSON,
Settlement Officer, Naini Tal.

FINAL REPORT.

1. This report refers only to the "Settlement without records," of the Garhwal district which is now practically completed, the survey and record operations recently instituted by Government in Upper Garhwal do not form part of its subject-matter.

2. The district of Garhwal occupies the mountain tract between Almora district on the east, Tibet on the north, Tehri Garhwal State on the west and the plain district of Bijnor on the south.

It contains the highest peak in British territory, Nanda Devi (25,669 ft.) and is drained by the upper course of the Ganges and its tributaries from their sources near the sacred shrines of Badrinath and Kedarnath to the issue of the great river into the plains at Hardwar.

The general characteristics of the district therefore are steep hills, terraced with much labour for cultivation, difficult communications, a climate varying from very hot valleys to perpetually frozen hilltops and a hardy people who make the most excellent soldiers.

The only change in boundaries since last settlement had been the transfer of six villages from Garhwal to Almora district on the boundaries of pattis Pindarwar Palla in Garhwal and Katyur Malla in Almora.

3. The population of the district has grown as follows :—

Census 1865	..	..	..	..	..	248,742
1872	..	..	..	..	..	309,948
1881	..	..	..	..	..	345,256
1891	..	..	..	..	..	407,373
1901	..	..	..	..	..	429,430
1911	..	..	..	..	..	479,641
1921	..	..	..	..	..	485,186

4. It is a matter of well known history that the Gurkha domination of the district ending in 1815 caused an enormous reduction in population and tillage. And the great increase during the next three or four generations indicates the natural increase in a temperate and healthy climate up to the number the more easily reclaimed land would support under an ordered Government.

The curve has now flattened out, and the increase in population since last settlement compares as follows with provincial and all-India figures.

Variation in population.

1891—1921	..	Garhwal	..	..	..	19 per cent. increase.
		United Provinces	..	..	..	2·5 per cent. decrease.
		India	..	..	..	11 per cent. increase.

5. The staple occupation of the people in the district is agriculture, and the crops produced are wheat, rice, barley and a number of pulses, with some turmeric and ginger in the lower parts and potatoes on an increasing scale in the high villages.

6. *Natural Products.*—Except agricultural crops and forests, the district has no produce of more than infinitesimal importance.

The upper pattis produce more cattle, sheep and goats than they need, but these are all absorbed in the other parts of the district, and only a very little wool is exported.

An important if not very large use for some of these cattle is the supply to the Imperial Research Station at Muktesar of small and cheap bulls for experiment in relation to rinderpest, etc.

Scope of report.

Physical features

Population.

Produce.

In the neighbouring state of Tehri-Garhwal the exploitation of medicinal herbs from the high mountains has been started, but no such trade has yet seriously begun in British Garhwal.

Fish from the rivers form a small item in the food supply, and here there is a definite if small advance since last settlement. Durmi Tal, the lake formed by the Gauna Food of 1894, was stocked with trout in 1918 and the stock has now thoroughly established itself and the villagers of the Birehi valley much appreciate the result.

A trout hatchery was started in 1929 at Talwari on the upper Pindar River and it is hoped that in a few years now the upper waters of the whole Ganges system will be stocked.

As the Mahseer does not go into the cold water that suits the trout a material addition to the food supply of the sparse population in these upper valleys should result, as well as a pilgrimage of anglers which will be of no less benefit than the fish themselves.

7. *Industries.*—There is absolutely no manufacture in the district as known in the west, and the only cottage industry worth mention is the weaving of excellent blankets and blanket clothing from the wool of the local sheep, and to a small extent from wool brought in from Tibet.

But as the district can barely now grow enough food for its population and has to import all its luxuries, its sugar, dal, and vessels and a very large proportion of its clothing there must necessarily be some export to pay for these things.

8. This export consists almost entirely of service in which term I include the service of the great annual pilgrimage to Badrinath.

The people, in this respect like those of England, have formed a widespread habit of going forth to earn their living. Usually the women, children and old men of the family, with perhaps an able-bodied man or two to see all well, look after the small family holding while the young men take service outside, in the Army, Government service, as personal servants, in trading houses in Bombay, Calcutta, etc., and indeed in every kind of employment all over India.

Savings are sent home, and leave and retirement bring most of the emigrants back to their villages.

I have tried to collect some sort of an estimate of the outside income that comes into Garhwal from this habit of service and the results are as follows :—

					Rs.
Income from Government service about	..	..	..	..	22,60,000 per annum.
Service in States about	..	..	..	..	1,80,000 Do.
District Board service about	..	..	..	..	2,00,000 Do.
Other services about	..	..	..	..	8,25,000 Do.
Pensions, about	..	..	..	..	4,20,000 Do.
Contracts etc., about	..	..	..	..	95,000 Do.
					40,00,000
				Total, about	..

This total of about forty lakhs does not include the Badrinath pilgrimage which probably brings from twenty to forty lakhs into the district every year.

9. Mention must here be made of the abolition in 1921 of the system of "Utar". Up to that year the people were under agreement as a condition of their land tenure to provide at fixed low rates of pay (no gap) the necessary coolies for the transport of Government officers and others touring in the district.

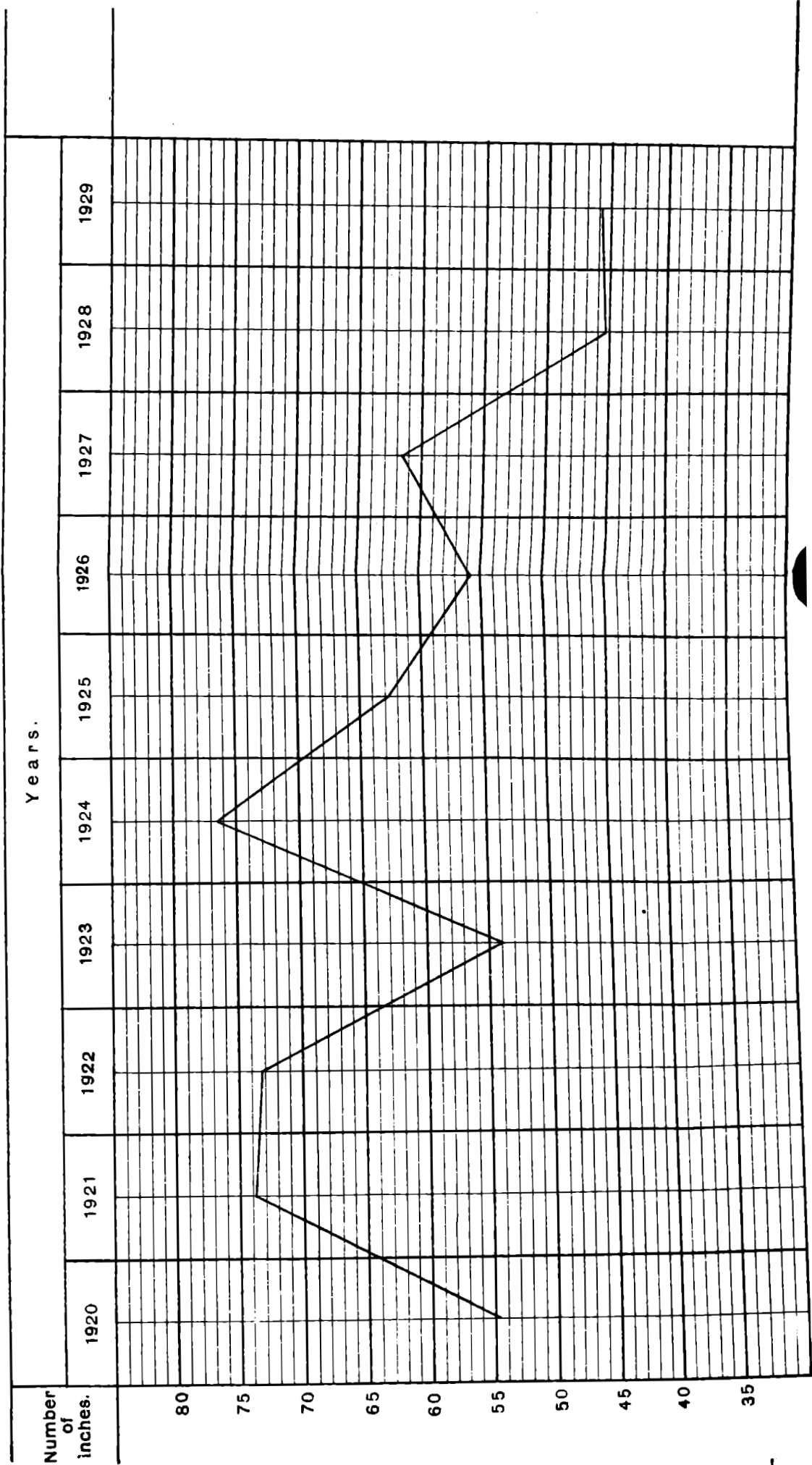
Their revenue agreements contained the following passage :—

"In the memorandum of village customs for our village we agreed to furnish coolies and bardaish as usual. We now with our will and with Government sanction make an alteration in that clause and agree that instead of the usual bardaish we will pay the bania's dues at one pice or, three pies per rupee of the Government revenue and continue to furnish coolies."

Service outside
the district.

Land tenure.

CHART SHOWING THE ANNUAL AVERAGE RAINFALL IN THE GARHWAL DISTRICT DURING THE TEN YEARS ENDING DECEMBER 31, 1929.



This service tenure system was abolished in 1921 and a free tenure of land substituted. A Government Transport Agency was inaugurated to arrange for necessary transport. This Agency alone uses a subsidy from Government in the vicinity of Rs. 30,000 yearly, and the increased cost of administration in labour and transport in the public works and District Board sphere of work must bring the cost to Government of abolishing utar to a figure several times as large as the Rs. 30,000 per annum thus spent.

The economic history of the district for the last thirty years thus consists of a steady increase in population, supported partly by a slower percentage increase in the area under the plough and by a much faster increase in emigration and the consequent importation of wealth.

The result at present is a population that is by no means poorly off in actual money, but owing to transport difficulties ill supplied with what money can usually buy.

Prices are therefore very high and labour very dear. A great demand has arisen for education, and the employment market for semi-educated young men is at present flooded.

10. A somewhat more detailed description is necessary of the course of the main factor of the people's life since last settlement, and the basis of the revenue now settled.

Since last settlement the increase of cultivated area including old fallow is estimated at 22 per cent.

There was scarcity owing to shortage of rain in the years 1901, 1902, 1907, 1908-09, 1913-14, 1918 and 1921-22 between the last and present settlements.

The following is the rainfall table for the last ten years.

Agriculture.

No definite improvement in methods of agriculture can be recorded.

There is now a special circle of the agricultural department studying hill conditions but it will take a long time yet for any improvements to reach the remote valleys of Garhwal.

Irrigation has increased to a small extent, but this increase has not been measured and cannot be stated exactly,—it is retarded by petty quarrels.

Forests.

11. In forest affairs two important occurrences since last settlement have been the Forest Settlement (1911—16) the redemarcation of reserved forests during 1916—20, and the Grievances Committee which followed in 1921 and materially altered the policy of the settlement.

Previous to 1915, all the forests in the hill portion of the district, were protected forests under the management of the Deputy Commissioner.

The forest settlement of 1916, reserved 2,125 square miles of hill forest, and a forest preservation staff was instituted.

Though allowance had been made for rights for the villagers, and the preservation of the forest was for their eventual benefit, the imposition of this forest staff was resented, and it took time for the uneducated Garhwali to become used to the system of indents.

The non-cooperation movement intensified every difficulty in 1921 and Government in that year not only abolished utar, but appointed a "Forest Grievances Committee" under the Chairmanship of the Commissioner, Mr. Wyndham.

As a result of this committee's deliberations the reserved forest in the hills was divided into class II exploitable and class I mainly oak, useful for fodder and preservation of water supply; while all petty forests not coming in either of these categories were disforested.

In class II the forest staff was retained, class I was left to the revenue staff to preserve as it could, with the assistance of an occasional inspection by a Ranger, and the local use of it became practically unrestricted in matters of grazing, lopping, felling, etc. It is now distinguished from protected forest by little more than the prohibition of breaking any part of it up for cultivation without first getting it disforested.

The system is working smoothly at present, but the class I forest is steadily being reduced in value and area though this process is not so fast as was at first expected.

The estimated profit from the exploited class II forest is returned to the District Board in the form of an annual grant of Rs. 79,539.

The chief trees exported are pine and deodar, while in class I forest oak predominates with spruce, silver fir, and birch, at the higher altitudes.

The total area of the district at present is composed roughly as follows :—

Total area of district	..	..	..	..	5,454 sq. miles.
Glacier and snow	..	..	..	..	1,332 " "
Cultivated area including fallow	..	..	..	..	537 " "
Open land mostly "Protected Forest"	..	..	..	..	1,604 " "
Reserved forest, class I	..	..	..	..	484 " "
Reserved forest, class II	..	..	..	..	1,497 " "

Cattle.

12. The extensive forests of the district provide grazing for a large number of cattle, the increase in these since last settlement is very striking being 59 per cent. for the whole district.

This increase is most particularly marked of course where free grazing is most extensive.

In the more fully cultivated parts of the district the tendency has been for buffaloes and ponies to increase faster than cows, sheep and goats. This is an indication that the people have been forced to realize that the only cattle they can maintain must be stall-fed, while the large increase in ponies indicates wealth

and the tendency to use pack transport instead of the people themselves carrying up their imports on their own backs.

In the upper pattis and to some extent just above the Bhabar forests, the increase in cattle of all sorts has been very marked ; in the unsurveyed Badhan the increase is 88 per cent. Painkhanda 72 per cent. including pack animals and unsurveyed Nagpur 57 per cent.

Frequently villages depend much more on cattle than on tillage for their living and the custom, which has existed in previous settlements in Kumaun in making their revenue depend on the number of cattle kept has been perpetuated at the present settlement under rule 7 of the Garhwal Settlement Rules.

A very light *sayar income approximately Re. 1 per 20 cows per annum has been assessed on excess cattle after a very full free allowance has been made for all possible agricultural requirements and after all pack sheep and goats which may already pay dues to the forests under Government notification no. 712/XIV—155-1918, dated July 8, 1927, have been excluded.

*Sayar Revenue excluded from assessments later on under G. O. no. 459/A—437, dated March 18, 1931.

13. During the years 1926, 1927 and 1928 a very severe epidemic of rinderpest visited Garhwal and the number of cattle that died were estimated as follows :—

1926	..	..	..	..	..	..	4,521
1927	..	..	..	..	..	..	8,365
1928	..	..	..	..	..	..	4,598

This epidemic was more virulent in pattis Katulsyun, Sitonsyun, Kaliphat, Bungi, Bijlot than elsewhere and in some of these it was estimated that as much as 90 per cent. of the cattle were wiped out.

It is a proof of the general well being of the people and at the same time a tribute to their character to notice that practically no land went out of cultivation as a result of this disaster and within one to two years after the epidemic the stock of cattle had been restored to numbers sufficient for all practical requirements.

The requirements were obtained mainly from Tehri-Garhwal and in a lesser degree from the upper pattis where a great reserve lies and though *takavi* was offered only Rs. 21,780 was taken for this purpose.

It should however be remarked that the cattle kept in the upper pattis of Garhwal, though the buffaloes produce ghee for the pilgrim route and the cows a small quantity of the same commodity produce very few really useful plough animals. These are imported largely from the Bhabar and from the lower parts of Tehri Garhwal.

14. *Previous settlements.*—The Gurkha domination ended, and one half of the old kingdom of Garhwal was taken over by the British authorities, and the other half (Tehri State) handed to Sudarshan Shah, the representative of the old ruling family in 1815.

Fiscal history.

There were annual settlements of revenue for the years 1815 and 1816 ; the third and fourth settlements for 3 years each and thereafter Mr. Trail's three settlements for 5 years each. Mr. Batten's settlement of 1840 was for 20 years and then Mr. Beckett's settlement of 1864 which was followed by Mr. Pauw's settlement.

The revenue assessed on the district at these settlements was :—

<i>Settlement and date.</i>	<i>Total revenue.</i>	
	Rs.	
1st Settlement, 1816	35,990
2nd Settlement, 1816	41,782
3rd Settlement, 1817	45,548
4th Settlement, 1820	54,995
5th Settlement, 1823	64,900
6th Settlement, 1828	67,725
7th Settlement, 1833	60,254
8th Settlement, 1839	68,682
9th Settlement, 1864	96,311
10th Settlement, 1896	1,65,727

15. *Mr. Beckett's settlement.*—In 1860 Mr. Beckett made the first attempt to survey Garhwal. He used a measuring rope 20 yards long and each field was measured by taking its length, and then its breadth at a sufficient number of places, and calculating the area.

A sketch map was made, without any pretension to accuracy, and difficulties were often experienced in filling in this sketch on paper owing to overlapping or failure to return to the same point of the paper when the survey party had gone right round the village.

This survey is known as “dori paimaish” it served a very useful purpose indeed, but areas were greatly undermeasured. Along with this survey Mr. Beckett first gave a definite area to the nali of land, viz., 240 square yards and used the term *bisi* for 20 nalis or 4,800 square yards, differing from an acre of 4,840 square yards by less than 1 per cent.

16. *Mr. Pauw's settlement.*—In 1890—96 part of the district was surveyed by plane-table in preparation for last settlement.

The results were striking and have a bearing on the rates assessed at the present settlement.

The increase in assessable area in the surveyed parganas found at 1896 was as follows :—

<i>Parganas.</i>	<i>Assessable.</i>	
	<i>Beckett Area, 1860.</i>	<i>Pauw Area, 1896.</i>
	Acres.	Acres.
Barahsyun	25,386	50,806
Chaundkot	10,598	21,680
Malla Salan	14,088	29,234
Talla Salan	14,204	30,861
Ganga Salan	20,703	54,478
Dawalgarh	9,386	20,732
Chandpur	12,562	25,833
Nagpur surveyed	6,066	11,899
Badhan surveyed	3,761	8,179

The other parganas were not surveyed but an estimate only was made of the increase in assessable area in each village, based on Mr. Beckett's dori paimaish.

It had been decided preparatory to settlement that in the absence of "assets," the enhancement of revenue for the whole district was to be approximately 50 per cent. and the settlement officer was to distribute this total enhancement equitably over the various parganas, pattis, villages and co-sharers.

Where an accurate survey had disclosed the correct area Mr. Pauw was faced with a 113 per cent. increase in assessable area, and a 57 per cent. rise in population, to go with a 50 per cent. increase in revenue for the whole district.

Obviously his rates on the bisi or acre must be lower than those of the settlement before.

Unfortunately there was no means available of finding out definitely how much of the increase in apparent area was a real increase and how much was due to the change in methods of measurement.

An extensive experiment in Barahsyun of identifying individual fields, known not to have altered in area since the previous settlement indicated that all of these had been undermeasured.

In some the 1896 area was as small as 102 per cent. of that of 1866 in others as large as 235 per cent. and the variations covered every stage between these extremes.

Mr. Pauw was eventually of opinion that somewhere about 30 per cent. to 40 per cent. of the increase of area was due to the change of method of survey, and the remainder a real increase.

17. *Preliminary arrangements.*—As the last settlement for the greater part of the district took effect from October 1896 the new assessment was due to be imposed from 1926. As long ago as 1918 preliminary arrangements began to be thought of and with great fore sight Mr. Clay erected a Settlement Office in that year at a cost of Rs. 8,600.

Owing however to the scarcity of 1918 and 1921-22, non-cooperation, etc., the settlement was postponed and it was not until 1925 that serious preparations were again taken up.

In 1925-26 Government had an experiment carried out in Barahsyun to see what would be the cost and what was the necessity of a complete survey.

The maps of the Barahsyun or headquarters pargana (799) villages were all corrected and the records brought up to date.

The cost was Rs. 1,42,000 or Rs. 177-12-0 per village and Government then decided that the cost was so heavy and the very small revenue so easily collected without accurate survey, that they were unwilling to provide the money for the whole district.

The Commissioner was accordingly directed to call a meeting as representative as might be of the various interests of the district and put the matter before them.

This meeting was held at Lansdowne on August 8, 1926, and the Commissioner explained that if a full survey was to take place, the district itself would have to pay for it, and it would cost about 5 years revenue (*i.e.*, 5 times the expected enhanced annual revenue), and this amount would have to be collected over a series of years in addition to the normal enhancement.

As the meeting did not unanimously endorse this proposal, Government decided that the settlement of the remainder of the district should be carried out without the provision of new detailed records, and this had accordingly been done.

Present settle-
ment.

18. *Present Records.*—(1) *Barahsyun.*

Total area	..	..	..	63,999 bisis.
Villages	..	..	..	799

In this pargana the plane-table survey of Mr. Pauw's settlement was corrected and a new record of rights was framed and formally attested.

Barahsyun therefore has an accurate and up-to-date map with Khasra, Muntakhib and Phant—all newly prepared and made formally correct.

(2) *Other Parganas of Mr. Pauw's Settlement.*—

These Parganas are :—

Pargana.	Total area in bisis.	No. of villages.
Chaundkot	25,263	323
Malla Salan	38,298	566
Talla Salan	40,242	642
Ganga Salan	63,657	572
Dowalgarh	25,286	478
Chandpur	32,031	538
Bhabar	1,773	5
Nagpur (Pattis : Nagpur Talla, Nagpur Bichla, Dasjyula and Khader).	15,191	285
Badian (Pattis : Pindarwar Walla, Pindarwar Palla, Kapiri, Karakot and Khansar).	10,418	264
Total ..	252,150	3,673

In this area Mr. Beckett's rope survey was replaced in 1890—96 by the cadastral survey of Mr. Pauw's settlement and full and accurate records were then made.

At the present settlement an estimate only was made of the additional area of new cultivation and old fallow of the last settlement for assessment under each Khata of the old Phant.

No attempt was made to correct the map nor was any fresh record of rights made in a formal way at all.

The estimates of increase in area were first made by the Patwaris in consultation with the villagers and were then checked by Kanungos and finally incorporated in an assessment list in the most summary way possible by the Assistant Record Officers.

The areas given are therefore to a large extent those claimed to be in existence by the owners themselves and it must be clearly stated that proof was not required and formal attestation was not carried out and therefore the present record of area does not bear any great value as evidence of the possession of so much land by the persons concerned.

From the people's point of view this is the weakness of the present settlement. Such is the hunger for land and indeed the obsession which seems to have seized the people of Garhwal for owning land whether they make any use of it or not that this method of settlement has, I believe, caused no concealment whatever but quite possibly an over statement of areas taken up. In some cases there may be duplication by two persons each hoping eventually to get possession of the same area, each declaring it among his cultivation.

That this result would accrue from the proposed methods and that the people would not get a set of title deeds to their land was very clearly pointed out to them at the meeting at Lansdowne to which reference has already been made.

For the benefit of administration generally, for the convenience of the courts in trying both civil and revenue cases and for the ease and contentment of the people they would, I believe, have done very much better to have had a full record prepared and to have paid for it.

The maps of Mr. Pauw's settlement are still of very great value and the matter is for the consideration of Government whether even now these shall not be brought up to date and the necessary records prepared to go with them, partly out of the proceeds of the enhancement of revenue already being paid.

(3) *The unsurveyed pattis.*

Pargana.				Total area in bisis.	No. of villages.	
Nagpur	..	..	..	12,996	338	
						Pattis—
						Talla Kaliphat .. 3156
						Malla Kaliphat .. 2139
						Kalipar .. 2327
Bamsu-Mai-khanda .. 2468						
Malla Nagpur .. 2906						
Badhan	..	..	..	6,593	147	
						Pindarpar-Walla .. 1807
						Pindarpar-Palla .. 2611
Nandak .. 2175						
Painkhanda	..	..	..	4,785	86	
Dasauli	..	..	..	6,623	150	
Total				30,997	721	

In this area the rope survey of Mr. Beckett's settlement is still the only revenue survey in existence. This survey was made as described above during the period 1856—61 and was of very great value at that time. In 1890—96 an estimate of the additional area in each village was made and again at the present settlement a similar estimate of the increase in area has again been made.

Naturally the maps now bear little connection with the actual land and the phants (no muntakhibs or khasras exist) are formed of the same khatahs as were made out in 1860 with practically no changes at the present settlement.

All the records are rudimentary to a degree and all the areas depend on a very primitive form of measurement nearly 70 years ago followed by two estimated additions which do not pretend to any accuracy. It is surprising but true that these rudimentary records do not cause any serious inconveniences to Government in collecting the revenue in full and equally true that they cause the very greatest inconveniences to the people who regard records as title deeds to their land. Fortunately the whole position is to be rectified immediately as Government have ordered a full plane-table survey and preparation of records to be taken up in this area from April, 1930.

The rules for the settlement were made in 1926 and published as G. O. no. 1095/IA—43, dated January 15, 1927.

In framing these rules the enhancement to be taken in revenue was prescribed as a 33 per cent. enhancement generally (and also as a maximum) in the rate of revenue per acre or bisi on each type of land.

Course of settlement operations.

19. The course of operations has been as follows:—

Pargana.	Map correction and record making.	Inspection.	New revenue first collected from—
Barahayun	November 1925 to June, 1926.	October-November, 1927.	October 1, 1928.

Pargana.	Estimation of areas and preparation of assessment lists.	Inspection.	New revenue first collected from—
Ganga Salan	November, 1926 to February, 1927.	January-February, 1927	April 1, 1928.
Badhan	October—December, 1926.	April-May, 1927 ..	October 1, 1928.
Talla Salan	May, June and October, 1927.	February-March, 1928	April 1, 1929
Nagpur	March, April, May, June and September, 1927.	April-May, 1928 ..	April 1, 1929.
Dawalgarh	June, July, September, October, November and December, 1927 and January, 1928.	May-June, 1928 ..	October 1, 1929.
Chaundkot	March-April, 1927 ..	October-December, 1928	October 1, 1929.
Malla Salan	October, 1927—January, 1928.	February-March, 1929	October 1, 1930.
Chandpur	January-February, 1927	April—June, 1929 ..	October 1, 1930.
Dasauli	March, April, and May, 1927.	October-November, 1929.	To come in force from April 1, 1931.
Painkhanda	September, and October, 1927.	May-June, 1930 ..	Ditto.

Financial results.

20. The result of the present operations has been to disclose an estimated increase of 61,137 acres or 21·6 per cent. in the assessable area of the district from 283,080 acres at last settlement to 344,217 acres at present (figures in appendix III).

This increase consists of 47,766 acres or 16·9 per cent. of actual measured or estimated new cultivation and 13,371 acres or 4·7 per cent. the area of the old fallow of last settlement which Government decided in framing the rules, to bring under assessment. Expressed in zarb bisis or soil units for assessment purposes the increase is 69,442 zarb bisis or 20·5 per cent. (figures in appendix II).

The total revenue assessed on the district at last settlement was Rs. 1,64,705 and this sum has been increased by nayabad grants and small adjustments to Rs. 1,73,318 the demand for the year 1925-26.

The new revenue now assessed, and duly sanctioned in detail but subject to the final sanction of Government is Rs. 2,55,161-8-0 an increase of 55·6 per cent. on the revenue assessed at last settlement and of 48 per cent. on the expiring demand.

The average incidence per bisi assessed has risen by 27 per cent. from 9·3 to 11·8 annas for the whole district, while the average incidence on the "zarb bisi" has risen from 7·8 annas to 10 annas by 28 per cent.

If the maximum and normal enhancement prescribed in the rules had been rigidly adhered to, this last figure should have been in the close vicinity of 33½ per cent.

The defect of 6½ per cent. from 33½ per cent. is a measure of the allowances off the maximum revenue that have been made for various local causes.

These include damage to land by floods, special consideration given to villages where enhancements were especially high, deductions owing to severe classification of soil at last settlement, and where villages are now not quite up to the standard of the assessment circle in which they were then placed.

These matters have been mentioned in detail in the pargana reports, patti inspection notes and village assessment statements and I think it can be truly said that sufficient consideration has been given to local variations and the views of the villagers concerned in assessing the very low rate of revenue which this district is called upon to pay.

21. The total cost has been distributed so far as is possible between "record" and "settlement" work and is as follows:—

Cost of the settlement.

			Rs.
<i>Record.</i>	Barahsyun .. .. .	.. .. .	1,42,000
	Remainder of district .. .. .	.. .. .	1,49,550
	<i>Settlement</i> .. .. .	.. .. .	84,836

The total to July 31, 1930, is thus Rs. 3,76,396 and perhaps a further Rs. 15,000 will be spent before the entire work of the "Settlement without records" is completed.

The enhancement being Rs. 17,984 in Barahsyun and Rs. 72,472-8-0 in the remainder of the district, the former will pay for its settlement in 10 years and the latter in 4 years.

22. I have to acknowledge the excellent and untiring work of the two assistant settlement officers, Thakur Praduman Singh and Pandit Gobind Ram Kala. Garhwal is an uncomfortable place for extended camping but they made no word of complaint and worked throughout with admirable zeal and efficiency.

Acknowledgments.

Thakur Yogambar Singh was settlement tahsildar for the work of taking agreements and gave complete satisfaction.

In the clerical line Thakur Prithvi Singh was throughout a most excellent Head clerk, while Th. Jodh Singh and Thakur Pratap Singh as Sadar munsarims did admirable work.

Thakur Dewan Singh, settlement reader, and Thakur Kundan Singh, district stenotypist, camped with me throughout the settlement often in very great discomfort. They both easily acquired an accurate and intelligent knowledge of every process and showed both organizing and clerical ability and devotion to duty of a high order.

23. The survey and record work which has now been started in Upper Garhwal will involve changes in assessments there and indeed a very considerable further increase of revenue.

Recommendation.

I therefore recommend that the settlement be not finally confirmed by Government until these changes in assessment have taken effect under section 94(3) of the Land Revenue Act.

A. W. IBBOTSON, I.C.S.,

Settlement Officer, Garhwal.

APPENDIX I.

CONSOLIDATED.

Parganawise statement showing the area, population, revenue and incidence of revenue in the Garhwal district.

Name of pargana.	Assessable area, 1926 in zarb nalis.				Population.		Revenue.		Incidence of revenue.		Remarks.
	As at last settlement.	Parti-Kadim.	Naya-bad.	Total.	At last settle-ment.	At the census of 1921.	At last settle-ment.	At pre-sent set-tlement.	Per haqiqi bisi.	Per zarb bisi.	
1	2	3	4	5	6	7	8	9	10	11	12
							Rs.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
1. Badhan ..	325,231	13,236	66,345	404,812	30,732	37,354	10,381	15,951 6 0	0 15 5	0 12 11	
2. Barahsyun ..	1,175,196	..	*326,531	1,501,777	56,465	65,479	28,483	46,467 0 0	0 11 8	0 9 11	
3. Bhabar ..	28,556	6,917	..	35,473	300	446	642	1,095 0 0	0 9 11	0 9 11	
4. Chandpur ..	634,294	39,388	107,704	781,386	42,046	47,394	15,681	25,051 0 0	0 12 6	0 10 3	
5. Chaundkot ..	549,647	42,865	32,980	625,492	26,573	29,205	11,333	16,942 0 0	0 10 9	0 8 8	
6. Dasauli ..	134,118	..	17,962	152,080	12,135	15,982	4,882	6,979 0 0	1 1 2	0 14 11	
7. Dewalgarh ..	563,581	36,057	68,940	668,578	36,659	42,755	13,751	21,353 0 0	0 13 6	0 10 3	
8. Ganga Salan ..	1,095,167	38,899	143,516	1,277,582	49,423	50,464	21,666	31,870 0 0	0 8 0	0 8 0	
9. Malla Salan ..	803,503	52,177	86,495	942,175	49,751	57,825	19,889	30,245 0 0	0 12 8	0 10 3	
10. Nagpur ..	566,831	10,138	133,628	710,597	48,943	64,904	18,003	29,466 2 0	1 1 0	0 13 6	
11. Painkhanda ..	82,612	202	26,897	109,711	9,717	8,103	3,159	4,602 0 0	0 15 4	0 13 5	
12. Talla Salan ..	820,199	27,580	110,343	958,122	35,906	44,832	16,835	25,140 0 0	0 10 0	0 8 5	
Grand total of the district.	6,778,935	267,459	1,121,391	81,67,785	398,650	†464,743	1,64,705	‡2,55,161 8 0	0 11 9	0 10 0	

* These figures represent the Parti Kadim of the last settlement most of which was since then brought under regular cultivation, old fallow of this settlement and also the land reclaimed and brought under regular cultivation out of the K.L.H and unmeasured land during the currency of the settlement. Separate figures for columns 3 and 4 cannot be given.

† Exclusive of 20,443 f or which villages could not be identified.

‡ Exclusive of fee simples.

A. W. IBBOTSON, I.C.S.,
Settlement Officer, Garhwal.

APPENDIX II.

Parganawise statement showing the area, population and khalsa, Gunth, Sadabart and Muafi revenue separately in the Garhwal district.

Name of pargana.	Assessable area, 1926 in zarb nalis.				Population.		Revenue.		Remarks.
	As at last settlement.	Parti-Kadim.	Nayabad.	Total.	At last settlement.	At the census of 1921.	At last settlement.	At present settlement.	
				<i>Khalsa.</i>			Rs. a. p.	Rs. a. p.	
1. Badhan ..	297,151	12,302	62,200	371,653	28,880	35,207	9,564 0 0	14,756 14 0	
2. Barahsyun ..	1,106,514	..	305,128	1,411,642	52,503	61,600	28,750 0 0	43,582 0 0	
3. Bhaba ..	16,436	4,779	..	21,215	178	288	280 0 0	015 0 0	
4. Chandpur ..	621,838	38,943	105,052	766,433	41,655	46,800	15,370 0 0	24,581 0 0	
5. Chaundkot ..	523,911	40,422	31,486	595,829	25,077	27,487	10,799 12 0	16,142 12 0	
6. Dasauli ..	3,433	..	288	3,721	256	306	110 0 0	153 0 0	
7. Dowalgarh ..	532,547	34,290	64,154	630,991	35,138	40,465	12,949 0 0	20,102 0 0	
8. Ganga Salan ..	1,077,733	38,542	141,706	1,257,981	48,306	49,481	21,307 0 0	31,373 0 0	
9. Malla Salan ..	785,042	51,157	85,377	921,576	48,809	56,701	19,446 13 11	29,017 13 11	
10. Nagpur ..	451,834	8,437	110,623	570,894	37,330	53,175	13,477 0 0	22,450 0 0	
11. Painkhanda ..	48,191	202	15,245	63,638	5,530	3,578	1,754 0 0	2,513 0 0	
12. Talla Salan ..	801,211	27,058	108,154	936,423	34,923	43,620	16,426 8 0	24,556 0 0	
Total Khalsa ..	6,265,841	256,132	1,030,023	7,551,996	358,585	418,708	1,48,234 1 11	2,30,442 7 11	
				<i>Gunth.</i>					
1. Badhan ..	28,080	934	4,145	33,159	1,852	2,147	817 0 0	1,104 8 0	
2. Barahsyun ..	50,754	..	18,255	69,009	2,929	2,874	1,208 0 0	2,111 0 0	
3. Chandpur ..	12,456	445	2,052	14,953	391	594	311 0 0	470 0 0	
4. Chaundkot ..	25,736	2,443	1,484	29,663	1,496	1,718	533 4 0	799 4 0	
5. Dasauli ..	30,936	..	6,180	46,116	3,813	5,833	1,507 0 0	2,184 0 0	
6. Dewalgarh ..	27,069	1,549	4,604	33,212	1,338	2,107	688 0 0	1,085 0 0	
7. Ganga Salan ..	17,434	357	1,810	19,601	1,117	983	359 0 0	497 0 0	
8. Malla Salan ..	18,461	1,020	1,118	20,599	942	1,124	442 2 1	627 2 1	
9. Nagpur ..	76,774	1,645	17,701	96,120	7,479	8,317	2,098 0 0	4,740 12 0	
10. Painkhanda ..	34,421	..	11,652	46,073	4,187	4,525	1,405 0 0	2,089 0 0	
11. Talla Salan ..	18,988	522	2,189	21,699	983	1,212	408 8 0	584 0 0	
Total Gunth ..	350,099	8,915	71,190	430,204	26,527	31,434	10,676 14 1	16,381 10 1	
				<i>Sadabart.</i>					
1. Barahsyun ..	17,928	..	3,198	21,126	1,033	1,005	509 0 0	758 0 0	
2. Dasauli ..	89,345	..	11,357	100,702	7,972	9,727	3,225 0 0	4,583 0 0	
3. Nagpur ..	38,223	56	5,304	43,583	4,134	3,412	1,528 0 0	2,275 6 0	
Total Sadabart ..	145,496	56	19,859	165,411	13,139	14,144	6,262 0 0	7,616 6 0	
				<i>Muafi.</i>					
1. Barahsyun ..	Petty land revenue assignment.						16 0 0	16 0 0	
2. Bhabar ..	12,120	2,138	..	14,258	122	158	362 0 0	480 0 0	
3. Dasauli ..	1,404	..	137	1,541	94	116	40 0 0	59 0 0	
4. Dowalgarh ..	3,975	218	182	4,375	183	183	114 0 0	166 0 0	
Total Muafi ..	17,499	2,356	319	20,174	399	467	532 0 0	721 0 0	
Grand total of the district	6,778,036	267,469	1,121,391	8,167,795	398,650	464,743*	1,84,705 0 0	2,55,161 8 0†	

* Exclusive of 20,443 for which villages could not be identified.

† Excluding fee simples.

APPENDIX III.

Statement showing actual assessable area and revenue assessed thereon as compared with those of the preceding two settlements.

Settlement	Assessable area.*	Revenue.		Incidence revenue per acre of cultivation.	Percentage of increase in revenue.	Remarks.
		Rs.	p.			
	Acres.			Rs. a. p.		
Mr. Beckett's settlement	133,105	1,07,927	0	0 12 11	36·8	
Last Settlement	283,080	1,64,705	0	0 9 3	52·6	
Present Settlement	344,217	*2,55,161	8	0 11 11	55·6	

* Excluding fee simples.

A. W. IBBOTSON, I.C.S.,
Settlement Officer, Garhwal.

APPENDIX IV.

Statement showing the expenditure incurred in the Record and Settlement Operations in the Garhwal District.

Head of charges.	Expenditure incurred on—		Total.	Remarks.
	Record operations.	Settlement operations.		
	Rs.	Rs.	Rs.	
<i>Salaries.</i>				
Allowance to Settlement Officer	3,000	6,485	9,485	
Assistant Settlement Officer	740	16,145	16,885	
Assistant Record Officer	27,317	6,120	33,437	
Total, salaries	31,057	28,750	59,807	
<i>Establishment.</i>				
Clerks	1,10,484	20,757	1,31,241	
Servants	4,771	1,499	6,270	
Field munsarims	2,920	..	2,920	
Field amins	35,349	..	35,349	
Out-door servants (mirdhas)	13,970	..	13,970	
Total, establishment	1,67,494	22,256	1,89,750	
<i>Allowances.</i>				
Travelling allowance of officers	1,277	3,820	5,097	
Travelling allowance of establishment	5,117	3,945	9,062	
Rewards to Kanungos and patwaris	1,000	..	1,000	
Total, allowances	7,394	7,765	15,159	
<i>Supplies and services.</i>				
Charges for the service of processes	1,573	907	2,480	
Job works	14,579	..	14,579	
Total, supplies and services	16,152	907	17,059	
<i>Contingencies.</i>				
Office rent	75	..	75	
Clothing of peons	342	131	473	
Miscellaneous	3,351	..	3,351	
Total, contingencies	3,768	131	3,899	
<i>Contract contingencies.</i>				
Purchase and repair of instruments (contract)	2,365	..	2,365	
Purchase and repair of tents	3,236	..	3,236	
Stationery charges	16,813	..	16,813	
Hot and cold weather charges	317	..	317	
Carriage of tents	35,783	25,027	60,810	
Purchase of office furniture	3,701	..	3,701	
Postage and telegram charges	2,216	..	2,216	
Pay of menials	220	..	220	
Total, contract contingencies	64,651	25,027	89,678	
Total, contingencies	68,419	25,168	93,577	
Works—maintenance and repairs	1,043	..	1,043	
GRAND TOTAL	2,91,559	84,836	3,76,395	

A. W. IBBOTSON, I.C.S.,
Settlement Officer, Garhwal.

FROM

N. C. STIFFE, Esq., O.B.E., I.C.S.,

COMMISSIONER, KUMAUN DIVISION,

TO

THE SECRETARY, BOARD OF REVENUE, UNITED PROVINCES,

ALLAHABAD.

Dated Haldwani, March 10, 1931.

SIR,

I HAVE the honour to hand you two copies of Captain Ibbotson's no. 251 of January 16, 1931, being the Final Report on the Garhwal Settlement. The report is not long, nor need it be, as Mr. Pauw's monumental report still holds the field; but the present report gives a concise accounts of the results of four years' hard work, and of the efforts by which the results were attained.

2. You are aware that the system reported in paragraph 12 of assessing sayar revenue on extra cattle has been given up.

3. *Paragraph 18.*—The question of completing the survey and record operations for the whole district is still under discussion. The work is in progress in the hitherto unsurveyed pattis, and the result so far as at present seen is an enormous increase in the actual area under cultivation as compared with the estimated area.

4. *Paragraph 20.*—The actual facts of the settlement here given are a complete refutation of the absurd charges made against the Settlement Officer and his system in the Press, in council and in the representations of the Naini Tal committee. So far from insisting on the last possible pice, the incidence per bisis has increased by 28 per cent. only as compared with the 33 per cent. maximum.

5. An increase of 55·6 per cent. in the total revenue of the district may sound heavy. We have had long discussions in many places about percentages, but few people seem to connect these percentages with actual facts. The actual fact is that the average annual revenue of a family in Garhwal amounts to Rs. 2-10, and the difference of a percentage of 20 or 30 per cent. on this sum is obviously negligible. The old story is really told in paragraph 102 of Mr. Pauw's report. Any attempt to fix the revenue on the same considerations that apply in the plains is clearly impossible.

At the same time the amount of land in a man's possession is probably a fair indication of the contribution that he ought to make to public expenses; and it is clear that Captain Ibbotson and his staff have spared no pains or physical labour to try to fix these contributions as fairly as possible. I do not know whether more highly to praise the intellectual or the physical efforts of the Settlement Officer.

6. I agree with Captain Ibbotson in suggesting that Government do not give their final sanction to the settlement as a whole, until the question of completing the survey and record is settled.

I have the honour to be,

SIR,

Your most obedient servant,

N. C. STIFFE,

Commissioner, Kumaun division.

No. 2134/I—2, dated March 10, 1931.

COPY forwarded to the Settlement Officer, Garhwal, for information.

N. D. UPRETY,

HEAD ASSISTANT,

For Commissioner.

No. 722N/Sett. 339C/40.

FROM

W. CHRISTIE, Esq., M.C., I.C.S.,
SECRETARY, BOARD OF REVENUE,
UNITED PROVINCES,
NAINI TAL,

To

THE SECRETARY TO GOVERNMENT,
UNITED PROVINCES,
REVENUE DEPARTMENT.

Dated July 7, 1931.

SIR,

I AM directed to submit herewith the final report on the Garhwal Settlement, with a copy of the Commissioner, Kumaun's forwarding letter no. 2133/I-2, dated March 10, 1931, and a copy of a note on the Settlement Report by the Senior Member of the Board of Revenue, dated July 6, 1931.

Present :

M. KEANE, Esq., C.S.I., C.I.E.

I have the honour to be,

SIR,

Your most obedient servant,

W. CHRISTIE,

Secretary.

Copy of a note on the Settlement Report by the Senior Member of the Board of Revenue, United Provinces, dated July 6, 1931.

REVENUE settlement in the hill districts is largely empirical. There are no complete maps or records. In Garhwal it was decided in 1925-26 to bring the maps and records of the headquarters pargana Barahsyun upto date. This was by way of an experiment to see what the cost for the whole district would be. It proved to be prohibitive and the experiment was not pushed farther. It has to be remembered, therefore, that for the present settlement no attempt has been made to correct the maps or prepare a record of rights in a formal way. An estimate has simply been made with the assistance of the patwaris, Kanungos, and village owners of the new assessable areas in each holding of the old revenue roll. The Government did indeed agree to embark last year on a full plane-table survey and preparation of records in the unsurveyed Pattis of Upper Garhwal, but the operations have recently had to be almost closed down for want of funds.

The last settlement of the district took place in 1890—96. The increase in population in the period 1891—1921 has been 19 per cent. and the estimated increase in cultivated area including fallow has been 61,137 acres or 21·6 per cent. Under the orders of the Government the Settlement Officer was confined to an enhancement in revenue of 33 per cent. Actually the increase in the incidence per soil unit has been only 28 per cent. although owing to the increase in the assessable area the percentage increase of the new revenue over the expiring demand which of course was based on the old cultivated area is 48 per cent. An increase of 28 per cent. after a period of nearly 40 years cannot be considered unreasonable. The proposal to assess sayar income on the excess number of cattle kept by the villagers has been abandoned.

The Forest Settlement of 1911—16 which caused much discontent has been greatly modified and forest policy generally has been liberalized.

The survey work which had been started in Upper Garhwal showed that the real assessable areas were largely in excess of the areas estimated for assessment. The Settlement Officer proposed that those villages should be re-assessed and increased revenue be taken according to the surveyed areas. As the assessments had already been sanctioned, the Government did not consider that it would be equitable to make a re-assessment. In view of this decision it is unnecessary to postpone further the confirmation of the settlement.

All the assessments have been already sanctioned in detail and the final report may now be published.

M. KEANE,
Senior Member.

6-7-1931.

Copy of G. O. no. 2161-A/IA—437, dated August 29, 1932, from Revenue (A) department to the Secretary, Board of Revenue, United Provinces.

WITH reference to your letter no. 813/Sett.-339C/40, dated July 27, 1932, and in supersession of G. O. no. 1590-V/IA—437, dated March 9, 1932, I am directed to say that the Governor in Council is pleased to confirm the final settlement of the Garhwal district, including the five individual mahals in the settled tract of Garhwal Bhabar. The term of settlement in the various parganas mentioned below shall be forty years with effect from the dates noted against each :—

<i>Pargana.</i>	<i>Date.</i>
Barahsyun	October 1, 1928.
Ganga Salan	April 1, 1928.
Badhan	October 1, 1928.
Talla Salan	April 1, 1929.
Nagpur	April 1, 1929.
Dewalgarh	October 1, 1929.
Chaundkot	October 1, 1929.
Malla Salan	October 1, 1930.
Chandpur	October 1, 1930.
Dussauli	April 1, 1931.
Painkhanda	April 1, 1931.
Settled tract of Garhwal Bhabar ..	April 1, 1930.

2. The Governor in Council thanks Captain A. W. Ibbotson and his assistants for the good work which they have done in this settlement.

BOARD OF REVENUE, UNITED PROVINCES.

No. 402/Sett.-339C/40, dated September 7, 1932.

COPY forwarded to the Commissioner, Kumaun division, for information and communication to the Settlement Officer of Garhwal, with reference to the Commissioner's letter no. 4418/I—2, dated July 11, 1932.

By order,
(Sd.) ILLEGIBLE,
Secretary.

No. 5242/I—2.

KUMAUN COMMISSIONERSHIP.

Dated Naini Tal, September 10, 1932.

COPY also forwarded to the Settlement Officer, Garhwal, for information, with reference to his letter no. 215/I—50, dated July 6, 1932.

(Sd.) N. D. UPRETY,
HEAD ASSISTANT,
For Commissioner.