

CHAPTER 6: STATE CONTROL AND THE SETTLEMENT OF LAND TENURES IN BARODA STATE (1875-1947)

The chapter discusses the changed policy of the Baroda State with regards to land tenures after 1875. The major task of restructuring the land revenue administration was carried out after 1875. One of the first changes was the abolishment of *izaradari* and *potedari system* and the establishment of *kacha vahivat* (temporary administration) with an aim to simplify and purify the system of taxation. It was followed by the settlement of alienated lands, reorganization of administrative divisions and fixation of land revenue. The chapter primarily deals with Survey and Settlement (Original, Revision and Re-Revision) carried out at various points of time in the 19th and 20th centuries. The Survey and Settlement resulted with introduction of the *ryotwari* or survey tenure which was the principal land tenure. Under *ryotwari* tenure, peasants had to pay revenue directly to the government without the intervention of a third party. The other land tenures were also taken into consideration for Survey and Settlement and as a result they become more or less the *ryotwari* tenure. The chapter also focuses on landed relationships that developed between the state and the village communities because of the elimination of intermediary revenue functionaries and the settlement of land tenures.

Introduction

As has been mentioned in the previous chapter Maharaja Khanderao Gaekwad abolished the systems of *bhagbatai*, *kaltani*, *khumvari* etc., and attempted to replace it with the *ryotwari bighoti* system. He fixed land revenue per *bigha* which was based on survey and settlement. He abolished the *izara vahivat* and started the government *vahivat* in order improve the land revenue administration. However, he did not meet with much success to settle the rate of *jamabandi* and administration of its collection efficiently.¹ With the modernization of administration and introduction of survey and settlement in Baroda State under the aegis of Diwan T. Madhavrao, and Maharaja Sayajirao-III, many older land tenures were abolished either completely or partially.² An attempt was made by the state to establish a *ryotwari* or survey tenure after 1875.³

Sir T. Madhavrao's Reforms in Land Administration (1875-1881)

It is a well-known fact that Sayajirao-III was adopted by Jamnabai, the widow of Maharaja Khanderao. Since Sayajirao-III was minor, a regency administration was setup and it was entrusted to T. Madhavrao, then the Diwan of Baroda State.⁴ In the initial stage, T. Madhavrao was not able to introduce any radical reforms in land administration considering the fact that he was overburdened with multiple responsibilities.⁵ In the years 1875-1881, the abolition of *izara* and the extension of direct government management and *bighoti* system experienced a continuation of the reforms which were initiated by Maharaja Khaderao. Although there were lot of differences in terms of efficiency which was more systematic and organized

¹ Thakar, H. G. (1935). *Bandharan Ane Itihas*, Baroda: Government Printing Press. 64

² Thakar, H. G. (1935). 43-48 and Rajyagor, S. B. (1975). *Gujarat State Gazetteers, Mahsana District*. Ahmedabad: Director, Government Printing, Stationery and Publication. 501

³ Thakar, H. G. (1935). 64

⁴ Dutt, R. C. (1905). *BAR, 1902-1903 and 1903-04*. Bombay: The Times Press. 121

⁵ Ibid.

administrative machinery.⁶ The notable features of administration under T. Madhavrao can be categorized into abolition of *izaradari* and *potedari* system, introduction of *kacha vahivat*, settlement of alienated land, reorganization of administrative divisions, reduction in revenue demand and early survey and settlement. The following section include a description of these changes.

1. Abolition of *Izaradari* and *Potedari* Systems: One of the first changes that he made was to abolish the *izaradari* and *potedari* systems, the two administrative mechanisms of pre-modern Baroda State. Both these systems were abolished with an aim to simplify and purify the functions of revenue administration.⁷ Abolishing the revenue farming system was not an easy task. It was realized by T. Madhavrao that although the revenue farmers made exorbitant demands on the cultivators but often took only a percentage of what was expected. The pressure of revenue on each village was ascertained as per capabilities of the village.⁸ In the administration report of 1875-1876, T. Madhavrao mentioned that the revenue farming system was congenial to the regional administration. This system was agreeable to both the ministers and the revenue farmers.⁹ A body of revenue farmers collected the land revenue in almost any manner they like and poured large sum into the treasury. They enjoyed the luxurious life and even took benefit from the officials if there any conflict among them. In this system, there occurred instance where great body of *ryots* who suffered.¹⁰ T Madhavrao further described his difficulties in dealing with the reforms of this system. He mentioned that a *mahal* or district was managed by a revenue farmer whose accounts were not often available and if available were not often reliable.¹¹ Because of the various limitations as have mentioned in previous

⁶ Bajpai, G. (1979). Some Aspects of the Changing Agrarian Economy in Some of the Talukas of the Baroda State: 1860-1884, *Proceedings of the Indian History Congress*, 40. 806

⁷ BSA. (1949). *Baroda Administration Report, 1947-48*. Baroda: Government Press. 7

⁸ Elliot, F. A. H. (1883). *Gazetteer of the Bombay Presidency. Volume VII. Baroda*. Bombay: Government Central Press. 371

⁹ Patel, C. B. (1920). *Mulaki Khatano Itihas. Vadodara Rajyano*. Baroda: Arya Sudharak Press. 42

¹⁰ Thakar, H. G. (1935). 55

¹¹ Elliot, F. A. H. (1883). Volume VII. 415

chapter, the *izaradari* system came to be abolished completely and successfully under the administration of T. Madhavrao in 1881.¹²

2. Introduction of *Kacha Vahivat*: By abolishing the *izaradari* system, T. Madhavrao created a new one based on the land revenue administration of Bombay Presidency.¹³ Due to an interim measure, he introduced the *kacha vahivat* (temporary administration) in which the same amount was collected from the peasant as the amount of government revenue to be paid. In that amount of revenue, there could be no increase or decrease without a government order. This was followed strictly as the revenue farmers would not follow orders. The new taxes not to be taken without government approval. In the *izaradari* system, the population of land was not considered for realizing the revenue, but the *kacha* administration provided the means for understanding the peasant population of the village, *mahal* and *prant*. However, the *kacha vahivat* did carry forward the issues and problems of the previous system and therefore T. Madhavrao confronted with many difficulties such as there occurred instances of embezzlement of government money and many of government officials did not keep the same balance sheet.¹⁴

3. Settlement of Alienated Land: Another issue that T. Madhavrao's administration had to deal with was the issue of land alienations. It had to resolve questions like whether a grant made by a previous rulers should now be continued or stopped and whether it should be now restored or declared unrestorable. The holders of alienated lands were from different classes such as *sardars*, *shiledars*, *darakh-dars*, *watandars*, *karkuns*, *parekh*, and even concubines and dancing girls etc. In order to settle the affairs and issues and to carry out efficient administration, a Settlement Department was created. It dealt with claims to allowances of

¹² Bajpai, G. (1979). 806

¹³ Thakar, H. G. (1935). 59

¹⁴ Patel, C. B. (1920). 47

various kinds and also to alienated land in villages. Unfortunately, it did not deal matters pertaining to pre-Malharao period.¹⁵ Beside these, *giras* was another issue that was handled. The large number of claims of guaranteed and unguaranteed *girasias* remained unsettled till 1875. In 1877, Baroda State issued a notification with regards to questions of such alienations. According to this notification, the civil and criminal jurisdiction over alienated lands in the Baroda State or belonging to land holders in Rewa Kantha, Mahi Kantha and Palanpur were exclusively to be handled by the Baroda Government.¹⁶

4. Reorganization of Administrative Divisions: T. Madhavrao also focused on reorganization of the boundary of Baroda State. The reason for reorganization of boundary was the uneven size of *talukas* that was either too big or too small to administer efficiently. For instance, Patan Mahal consisted of about 50 villages which was difficult to be managed by a single *amaldar* (official), whereas Padra Mahal contained only 7 villages and Koral Mahal only 21 villages which were as much as small in size that there was no enough work to be performed by an *amaldar*.¹⁷ At the time of Maharaja Khanderao, the Baroda State was divided into two parts – the northern part (Uttar Prant) of Mahi River and the southern part (Dakshina Prant) of Mahi River. The northern part had included Amreli and Kadi while southern part included Baroda and Navsari. They were further categorized into Uttar, Madhya, Purva, Dakshina and Pakshim Prants including a number of *mahals* and *peta-mahals*.¹⁸ Because of this complexity, T. Madhavrao reorganized these divisions after which there were total 4 *prants* viz. Baroda, Kadi, Navsari and Amreli with 31 *talukas/mahals* and 10 *peta-mahals/talukas*.¹⁹ [See Appendix No.

¹⁵ Desai, G. H., & Clarke, A. B. (1923). *Gazetteer of the Baroda State. Vol. II.* Bombay: The Time Press. 86

¹⁶ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 117-118

¹⁷ Patel, C. B. (1920). 9

¹⁸ Ibid.

¹⁹ Thakar, H. G. (1935). 11-12

14] After the boundaries were reorganised, the *jamabandi* of every *village, mahal* or *prants* of the Baroda State were settled.²⁰

5. Reduction in Revenue Demand: T. Madhavrao rearranged the administrative structure to a certain extent. One of the most significant features of T. Madhavrao's reforms was reduction in rate of revenue particularly in *talukas* of Padra, Choranda, Dabhoi, Sinor and Sankheda.²¹ Laws were passed and institutions were set up for educating or providing justice to the peasantry. The peasants were given more rent-free land intermixed with fully taxed lands.²² According to a general rule, the maximum rate of reduction was 25 percent and whole reduction may be estimated about Rs. 12 lakhs. Beside the reduction, peasants were abstained from paying miscellaneous taxes such as *gadi nazrana*. For the convenience of peasants, the revenue instalments were re-adjusted and a fixed demand was made for a certain number of years.²³ By 1881, the peasants of more than fifty percent of the total villages in Baroda Prant were relieved from the burden of high land revenue.²⁴ As per considering the course of time, there was a very nominal increase in the land revenue demand which indicate that Madhavrao's administration successfully attempted to reduce the burden on peasants. The following chart shows the statistics of land revenue demand under the administration of T. Madhavrao:²⁵

²⁰ Srinivas, K., Awasthi, A., & Vaidya, M. (2017). *History of Land Revenue Administration in Gujarat (1407 AD to 2017 AD)*. Gujarat: Revenue Department, Government of Gujarat. 61

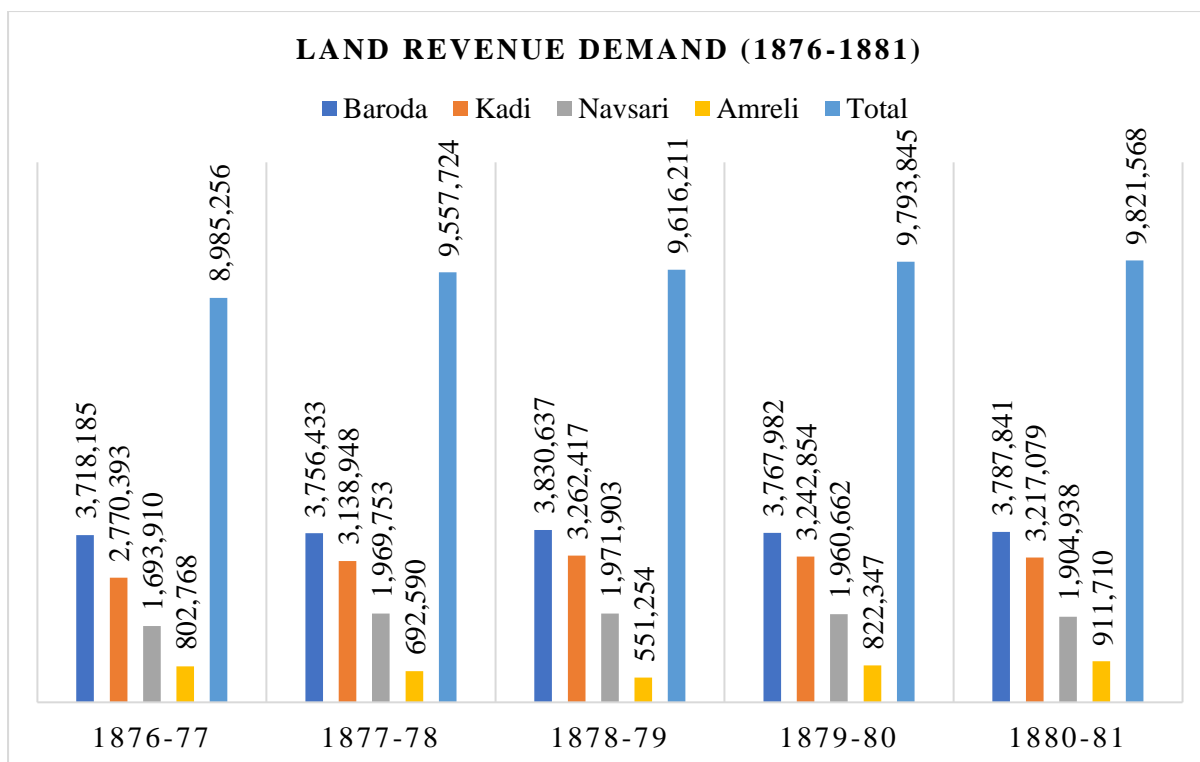
²¹ Bajpai, G. D. (1979). *Baroda in Transition: 1860-1884*. (Unpublished Ph.D. Thesis). Faculty of Arts, The M. S. University of Baroda. 154

²² Elliot, F. A. H. (1883). Volume VII. 371-378 and Desai, G. H., & Clarke, A. B. (1923). Vol. II. 13-22

²³ Rajyagor, S. B., & Tripathy, S. (1979). *Gujarat State Gazetteers. Vadodara District*. Ahmedabad: Director, Government Printing, Stationery and Publication. 525

²⁴ Bajpai, G. (1989). *Agrarian Urban Economy and Social Change*. Delhi: Daya Publishing House. 20

²⁵ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 122



The reduction in revenue encouraged the cultivators to maximize the utilization of arable land and to improve the living conditions of peasantry. This resulted in increase in agricultural stock and implements and extension of agriculture. The relationship between state and peasants improved.²⁶ It led to the development of agrarian economy which can be seen in terms of the increased area of cultivated land in certain *talukas* of the Baroda State. It aided more revenue and thereby improved the financial stability of state.²⁷

6. Early Survey and Settlement: T. Madhavrao's administration also tried to setup an early survey and settlement. Owing to the current situation, there needed a survey and settlement on urgent basis which would settle the agrarian problems. Therefore, a *kachi mapni* (rough survey), a provisional settlement was applied to all parts of Baroda State.²⁸ For instance, the survey parties were set to work in the Kodinar, Damnagar and Amreli sub-divisions in

²⁶ Bajpai, G. (1979). 807-808

²⁷ Bajpai, G. (1979). 202-203

²⁸ Bajpai, G. (1989). 9

Kathiawar in the year 1880-81. Sixty-seven villages were surveyed including 2,82,589 *bighas*, the measure adopted and 17,437 numbers registered.²⁹ The new revised rates under *kachi mapni* brought consideration relief to the peasants who were given the option of payment of revenue both in cash and kind. Now the demand of revenue was determined by area and quality of the soil and not by the actual production.³⁰ The *kachi mapni* could be taken as a tentative effort. Hence a more organized survey and settlement was remained to be done.³¹ This task was carried out by Maharaja Sayajirao-III, the illustrious and visionary ruler who ushered in a modern age.

Maharaja Sayajirao Gaekwad III's Reforms in Land Administration (1881-1939)

The revolutionary measurements in land revenue administration came into operation during the period from 1881-1939, the reign of Maharaja Sayajirao-III. This period is considered as the golden period in the history of the Baroda State. In the field of administration, the achievements of Maharaja Sayajirao-III were numerous such as formation of new departments, introduction of scientific system of land revenue administration (survey and settlement), enactment of social welfare laws, enforcement of compulsory education, development of agriculture, industries, transportation and communication and thus a good government firmly established. It was the regime of Maharaja Sayajirao-III when expansion and consolidation of the Baroda State came to its culmination.³² [See Map No. 6] Following section focus on changes in the revenue management from 1881 to 1939.

1. Revenue Department: T. Madhavrao had laid the foundation stone of revenue department which was later enhanced by Maharaja Sayajirao-III. A Revenue Department was setup which

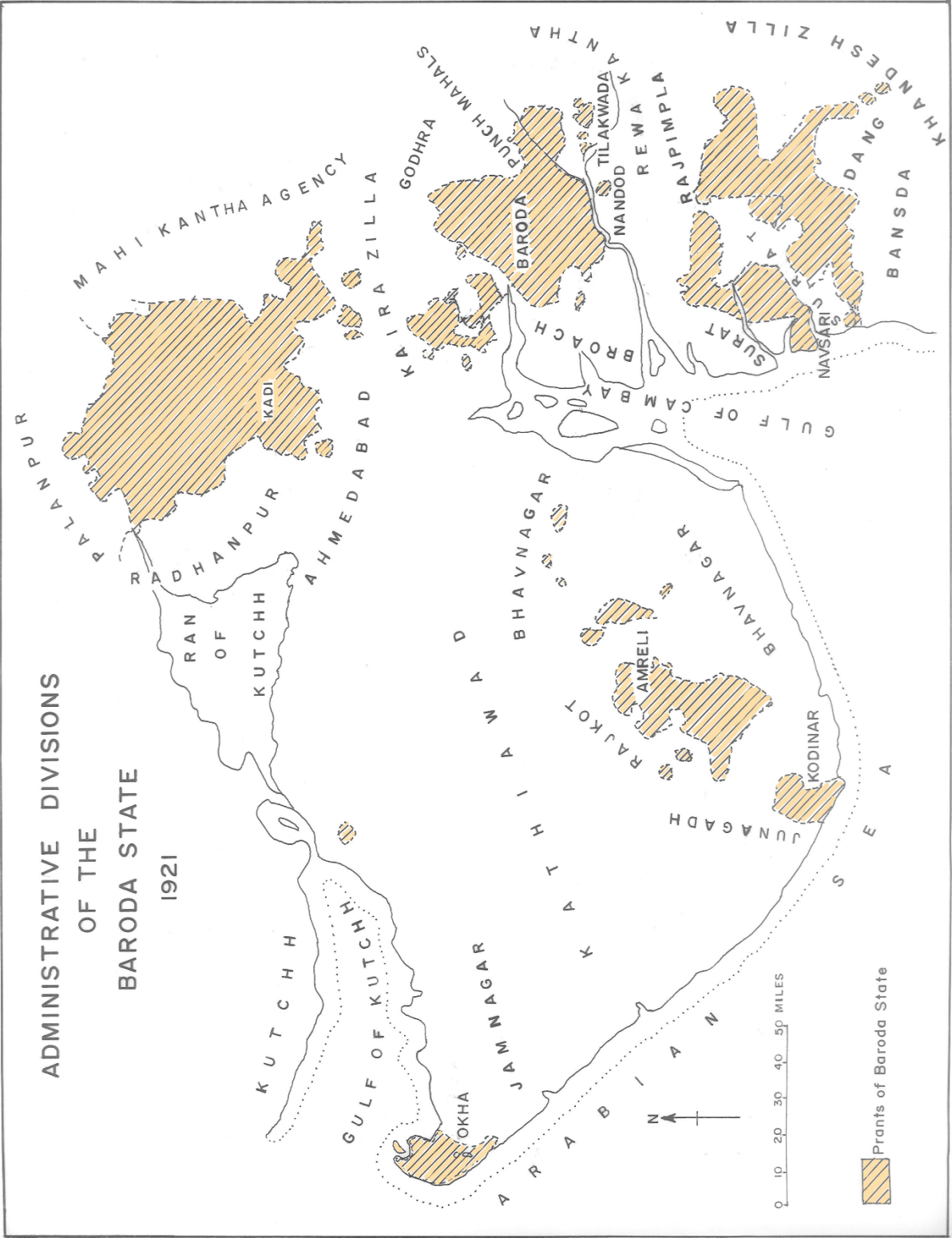
²⁹ Elliot, F. A. H. (1883). Volume VII. 380-381

³⁰ Bajpai, G. (1989). 9

³¹ Elliot, F. A. H. (1883). Volume VII. 380-381

³² BSA. (1949). BAR, 1947-48. 3-4

Map No. 6



Source: Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 54A

looked after the matter of land tax and other taxes, customs, excise and opium, registration and stamps, agriculture, industries and forest, boundaries inspection and sanitary inspection.³³ In order to fix the land revenue, a system based on scientific methods of Survey and Settlement came to be introduced in Baroda State. Maharaja Sayajirao-III ordered first a survey and settlement of all government lands and then a settlement of alienated lands.³⁴

2. Survey and Settlement: The Survey and Settlement operation was introduced for the first time in 1882-83.³⁵ The process was entrusted to F. A. H. Elliot, who had been the tutor of Sayajirao-III and had acquired extensive and minute knowledge of Baroda by his long stay in the State.³⁶ A regular Survey and Settlement Department for the whole State was organized in the year 1883-1884 under his supervision.³⁷ The principal land tenure that came to be fixed in Baroda State was *ryotwari* or individual tenure in which peasant had to pay revenue directly to the government without the intervention of a third party. The *ryotwari* tenure was also called survey tenure because it was based on scientific methods of Survey and Settlement. In this system, the land was surveyed by Survey and Settlement Department and the assessment was fixed after determining the fertility of the soil.³⁸

3. Type of Survey and Settlement: The Survey and Settlement measures were launched along the lines of their counterparts in British Gujarat. As result, there were three phases of Survey and Settlement viz., Original Survey and Settlement, Revision Survey and Settlement and Re-Revision Survey and Settlement. The fixation of land revenue was made *taluka* by *taluka* for a period of 15 to 30 years.³⁹ The overall time period of Original Survey and Settlement was from 1884 to 1904, Revision Survey and Settlement from 1904 to 1922 and Re-Revision Survey and

³³ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 57

³⁴ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 87

³⁵ Desai, G. H. (1918). *A Statistical Atlas of the Baroda State*. Bombay: The Times Press. 11

³⁶ Desai, G. H. (1918). 11

³⁷ Thakar, H. G. (1935). 76

³⁸ BSA. (1920). *Baroda Economic Development Committee, 1918-19: Report*. Bombay. The Times Press. 18

³⁹ Mitter, B. L. (1947). *Baroda Administration Report, 1945-46*. Baroda: The Baroda State Press. 20

Settlement from 1922 to 1947. The Original and Revision Survey and Settlement was introduced almost in every *taluka* of Baroda State, whereas the Re-Revision Survey and Settlement was introduced only in Vaghodia Taluka of Baroda Prant and Kodinar Taluka of Amreli Prant.⁴⁰

4. Chronology of Survey and Settlement: The following table gives the chronology of Original and Revision Survey and Settlement introduced in different *talukas* of the districts of Baroda State:⁴¹

Name of <i>Talukas</i>	Original Settlement	Revision Settlement
Baroda Prant		
Dabhoi	1888	1909
Padra	1888	1907
Sinor	1889	1907
Jarod	1890	-
Savli	-	1913
Vaghodia	-	1912
Baroda	1891	1914
Karjan	1891	1913
Sankheda	1891	1910
Tilakwada (<i>peta</i>)	1892	1910
Bhadaran (<i>peta</i>)	1905	1923
Kadi Prant		
Siddhpur	1891	1913
Dahegam	1894	1916
Atarsuba (<i>peta</i>)	1894	1916
Patan	1894	1916
Harij (<i>peta</i>)	1895	1916

⁴⁰ Thakar, H. G. (1935). 84-85 and Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 63-65

⁴¹ Patel, C. B. (1920). 82-83, Thakar, H. G. (1935). 87-89 and Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 63-65

Kheralu (Vadnagar)	1905	1916
Kadi	1896	1919
Mehsana	1896	1917
Visnagar	1896	1917
Chanasama	1897	1919
Kalol	1898	1917
Vijapur	1900	1917
Navsari Prant		
Gandevi	1892	1907
Kamrej	1892	1911
Navsari	1892	1907
Palsana	1892	1912
Velacha	1892	1912
Vankad (<i>peta</i>)	1892	1912
Mahuwa	1896	1914
Songadh	1902	-
Vyara	1907	-
Vajpur	1915	-
Umarpada	1915	-
Amreli Prant		
Damnagar	1884	1907
Ratanpur (<i>peta</i>)	1886	1907
Amreli	1885	1910
Dhari	1886	1912
Khambha (<i>peta</i>)	1886	1906
Kodinar	1886	1912
Okhamandal (<i>bet peta</i>)	1903	-
Bhimkatta	1907	1930

As has mentioned earlier that the Re-Revision Survey and Settlement was commenced only in Vaghodia and Kodinar Talukas in 1927 for a period of 30 years

5. Principle and Method: The Survey and Settlement introduced in the Baroda State was influenced by the Bombay system which was originally founded on what was known as the “Joint Report of 1847” (discussed in chapter 3). In Survey and Settlement, the basic unit of lands, survey number of lands, classification of soils and rate of assessments etc., were the major constituents.⁴² It was laid down in paragraphs 69 to 76 of Joint Report of 1847 that the land revenue assessment of a district was to be fixed by an examination of the revenue settlement of previous years, and by inquiries into the past history and the capabilities of district. After the settlement of this amount, it was to be distributed among the different villages and fields comprised within the district.⁴³ There were three substantive principles of *ryotwari* settlement in Bombay Presidency which underlined the principles of survey and settlement in Baroda State. These were:⁴⁴

- (a) The land revenue demand of a *taluka* should be fixed after considering what this *taluka* has paid in the past, and can pay in the future, without proving detrimental to agricultural prosperity.
- (b) No enhancement should be made unless there has been a rise in prices, or other similar reasons like increase in production or of cultivation.
- (c) No cultivator should be asked to pay more than one-half of the net-produce⁴⁵ of his field.

The Survey and Settlement included three particular processes viz. (i) measure and mapping of land (ii) classification of land (iii) fixation of land revenue.⁴⁶ Following is a description of these processes.

⁴² Desai, G. H. (1918). 11

⁴³ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 124

⁴⁴ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 125

⁴⁵ Here the net-produce means the average produce of a field.

⁴⁶ Thakar, H. G. (1935). 76

(i) Measurement and Mapping of Land: The basis or unit of assessment in Survey and Settlement was the survey number or plot of land of a size adopted for cultivation by a peasant with a pair of bullocks. All arable lands whether cultivated or uncultivated, were first surveyed/measured and then were given a survey number or divided into survey number. Besides, maps were prepared in order to ensure the demarcation of boundaries. The survey number comprised of land in *bighas* was granted to *khatedar* (registered land-holders) in return for land revenue and to maximum utilization of land for cultivation.⁴⁷ During the initial period, the standard of land measurement was *kumbha*⁴⁸ in the Baroda Prant and *bigha*⁴⁹ elsewhere. In order to ensure the uniformity in land measurement, *bigha* came to be taken as standard and all lands in the Baroda State measured in *bighas*.⁵⁰ The survey number was given considering the flexibility of transfer of land and permission of *khatedars* to contract or enlarge his holding according to his resources.⁵¹ If a *khatedar* had died, his survey number was divided among his sons but only his elder son was registered as the next *khatedar*. In case a *khatedar* sold his survey number then it was decision of purchaser to either get registered as a new *khatedar* or retained as the old position. But there was a rule that the survey number could not be fragmented into less than three *bighas* although there had occurred instances of survey number spilt into less than 3 *bighas*.⁵²

(ii) Classification of Land: The land of each survey number was valued according to its depth, texture, capacity for retention of moisture and other physical properties.⁵³ The lands were categorized into *jirayat*, *bagayat* and *kyari*.⁵⁴ The rate for each class of lands was fixed in Rs.

⁴⁷ Desai, G. H. (1918). 11

⁴⁸ The *kumbha* was more than a *bigha* and it varied from place to place.

⁴⁹ The *bigha* was about 4/7th of an acre.

⁵⁰ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 23

⁵¹ Mitter, B. L. (1947). BAR, 1945-46. 20

⁵² Seddon, C. N. (1907). *Jamabandi Revision Settlement Report of the Padra Taluka of the Baroda Division, 1906-07*. Baroda: The Government Press Baroda. 11-12

⁵³ Desai, G. H. (1918). 11

⁵⁴ Seddon, C. N. (1907). *Jamabandi Revision Settlement Report of the Gandevi Taluka of the Navsari Division, 1906-07*. Baroda: The Government Press Baroda. 1

A. P. per *bigha*. The valuation of each class of lands/soils was expressed in *annas* of rupee and sixteen *annas* representing generally the best soil. Thus, the basis of distribution of assessment was fixed and the next step for settlement officer was to work out the rates of assessment.⁵⁵

(iii) Fixation of Land Revenue: The villages of a *talukas* under Survey and Settlement were divided in groups on the basis of classification of lands/soils. Each group held a number of villages and the assessment rate for each group was fixed on the basis of Rs. A. P. per *bighas*.⁵⁶ The land was reassessed at interval of 15 to 30 years during which peasant had to pay the same rent in cash annually. In theory this rent was supposed to be half of the economic rent or 1/6th the gross produce. In assessment of the land, the price and productivity of produce was also considered. The tenure-holder could not ask for any suspension or remission of the rent. However, in bad years of cultivation, the government had made rules for the suspension and remission of the revenue. As long as the peasants paid the revenue, the state government could not deprive them from their occupancy. Thus, according to the Report of the Economic Development Committee, they had full alienable and inheritable rights in the land. They could sell or mortgage their land. This had empowered the peasants.⁵⁷

6. Occupancy Right Over Land: Due to the land revenue farming system, certain territories in Baroda State were farmed out to the highest bidders and hence cultivator did not have a secure tenure or assessment.⁵⁸ According to the administrative report of 1945-46, it was the *ryotwari* or survey tenure in which cultivators enjoyed the security of tenure of assessment. In this tenure, the occupant (*khatedar*) of the land dealt directly with state government. He was

⁵⁵ Desai, G. H. (1918). 11

⁵⁶ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 23

⁵⁷ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 18

⁵⁸ Mitter, B. L. (1947). BAR, 1945-46. 19

responsible for the payment of revenue assessed only on his own holding. This was defined on the basis of the Baroda Land Revenue Code.⁵⁹

7. Settlement of Alienated Land: The next step was the settlement of alienated Land. In the year 1883, a proclamation was issued forbidding further alienation of lands. The steps were taken to redeem the lands previously alienated.⁶⁰ It was declared that the future alienation would not be valid and lands so alienated would be considered and treated as *khalsa* without the payment of any compensation to the vendee or the mortgagee.⁶¹ In 1888-1889, a proposal was submitted for reorganization of the *barkhali* department which function was to settle alienated land. As a result, the *barkhali* department came into force from 1st May, 1889.⁶² In order to efficiently administer *barkhali* tenure, the state government followed the principles of Bombay Government. In order to reach out to people, the rules for the guidance of the department were sanctioned and published for general information in 1889. It is important to understand the way the rules enforced:⁶³

- (a) Government offered the terms for settlement after preliminary inquiry. Later the claims were settled after detailed enquiry was made.
- (b) *Giras*, *wanta* and *salami* lands were charged a uniform quit-rent of two *annas*. The other lands were charged an additional two *annas* if their acquisition occurred after 1827.
- (c) *Sanad*, guaranteeing succession to direct and collateral heirs were assigned. Adoptions were allowed to those lands which had been recognized and admitted.

These rules were formally adopted in 1904 making it a branch of the Revenue Department.⁶⁴

⁵⁹ Mitter, B. L. (1947). BAR, 1945-46. 19

⁶⁰ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 122-123 and Desai, G. H. (1918). 11

⁶¹ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 122

⁶² Desai, G. H., & Clarke, A. B. (1923). Vol. II. 87

⁶³ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 87-88

⁶⁴ Ibid.

Following section discusses the stages of Survey and Settlement introduced in Baroda State.

Original Survey and Settlement (1884-1904)

1. Introduction: The Original Survey and Settlement was introduced mostly by two officers named Elliot and Seddon of Bombay Government.⁶⁵ The settlement was carried out after the survey was fixed generally for a period of 15 to 30 years. This led to the abolishment of number of *veros* or special taxes on agriculturalists.⁶⁶ The result was that the total demand of revenue was reduced by 8 lakhs.⁶⁷ The period of settlement varied from place to place. For instance, it was fixed for 17 years in Vajpur and Umarpada Talukas, 30 years in Songadh and Vyara Talukas and 23 years in Bhimkatta Taluka. The demand for a whole *taluka* was fixed after considering the fiscal history of the tract.⁶⁸

2. Principle and Method: The Original Survey and Settlement was based on the principle that the land should be assessed in accordance with its capabilities.⁶⁹ The settlement involved two distinct parts viz., (i) the determination of the aggregate amount of assessment for a *taluka* and (ii) distribution of the aggregate.⁷⁰ In the first part, the Settlement Officer had to review multiple components such as the past revenue history (demand, collection, remissions and arrears), facilities of communication and markets, prices, class of cultivation, rents selling, tilling and mortgage value of land. Vicissitudes of season and other aspects also had to be thought which were indicative of the previous assessment. The economic condition of tract had to be considered for enhancement or reduction of assessment. The assessment was decided on the maximum rate which was applied to each field by means of classification. In this way the

⁶⁵ Mitter, B. L. (1947). BAR, 1945-46. 21

⁶⁶ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 129

⁶⁷ Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 63

⁶⁸ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 24-25

⁶⁹ Mitter, B. L. (1947). BAR, 1945-46. 20

⁷⁰ Ibid.

total assessment was equitably distributed throughout each group, village and field.⁷¹ In the second part, the aggregate to the various fields or survey number was given according to its relative values. The values of fields within the same villages were affected by certain circumstances such as natural productivity, depth, texture, quality of soil, irrigation facilities and position with respect to the villages etc.⁷² The effective principles and methods of Survey and Settlement increased the area of cultivation as well as the number of *khatedars*. For instance, the total number of *khatedar* was 2,53,374 in 1901 which continued to increase over the period of time. This was taken as a healthy growth.⁷³

After considering the certain circumstances as mentioned above, the lands were divided into three classes – *jirayat*, *bagayat* and *kyari*.⁷⁴ Besides, the villages of a *talukas* were divided into some particular groups on the basis of common physical characteristics and economic advantages such as climate, rainfall, fertility of soil etc. Each group held a number of villages. The assessment rates for each group of villages and each class of lands were fixed on the basis of Rs. A. P. per *bighas*.⁷⁵ The following table give a sample of land revenue assessment of Gandevi Taluka under Original Survey and Settlement:⁷⁶

Groups	Number of Villages	Standard Rate (Rs. A. P.)		
		<i>Jirayat</i>	<i>Bagayat</i>	<i>Kyari</i>
I	11	4-4-0	9-0-0	6-8-0
II	8	4-0-0	8-0-0	6-0-0
III	9	3-8-0	7-0-0	5-8-0

It is important note that not all *talukas* were divided into all three classes of land. There could be only two or one class of land of *jirayat*, *bagayat* or *kyari* in different *talukas* of Baroda State.

⁷¹ Desai, G. H. (1918). 11-12

⁷² Mitter, B. L. (1947). BAR, 1945-46. 21

⁷³ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 19

⁷⁴ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Gandevi. 1

⁷⁵ Desai, G. H. (1918). 11 and Mitter, B. L. (1947). BAR, 1945-46. 21

⁷⁶ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Gandevi. 1

Accordingly, the standard rates were fixed for each *taluka* under Original Survey and Settlement.⁷⁷

3. Reorganization of Administrative Divisions: Reorganization of administrative divisions was also carried out under Maharaja Sayajirao-III. For instance, the number and size of the villages in a *prant* simultaneously decreased and increased in order to make efficient management of *mahal*. These changes were made considering the potential and convenience of the peasants in order to encourage them to increase their population in a *mahal*. As a result, the Baroda State reorganized into 4 *prants*, 14 *vibhags*, 33 *mahals* and 8 *peta-mahals*.⁷⁸ [See Appendix No. 15]

The different administrative divisions were headed by the different officials such as *Sar Suba*, *Suba*, *Naeb-Suba*, *Vahivatdar* etc. The *Sar Subah* (Revenue Commissioner) was the head of all four *Subas*⁷⁹. The *Suba*, head of *prant*, was assisted by one or two or three assistants called *Naeb Subahs*. The *prants* were divided into number of *mahals* which were under the management of a *vahivatdar* corresponding to the *mamlatdar* in British Gujarat. The *vahivatdar* was assigned the duties of collecting land revenue and taxes, inspecting demarcation of boundaries, protecting the government property and took interest and maintaining peace and order in their respective *mahal*.⁸⁰ Each *mahal* was comprised of fifty to hundred villages, the self-governing villages with a complete set of civil, criminal, judicial, revenue and general administration. The centralization process brought about transformational changes. The older systems were replaced by modern one.⁸¹

⁷⁷ For detailed account of groups, number of villages and standard rate of different *talukas* of Baroda State under Original Survey and Settlement, see Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 98-113, 123-143, 151-180, 187-208

⁷⁸ Thakar, H. G. (1935). 15

⁷⁹ In Baroda State *suba* is used to mean a district officer/collector.

⁸⁰ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 58-59

⁸¹ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 59-60

4. Settlement of Land Tenures: Change and Continuity – In Original Survey and Settlement, the rate of assessment imposed was somewhat lower than the previous demands. But this did not resolve the issue as lowering the revenue demand brought no relief when it had to be paid in cash. The Survey and Settlement measures also took away some functions which village communities had been performed since the early time. Thus, weakening local institutions. The Survey and Settlement made the revenue payable by tenant dependent on the will and judgement of one officer without any consultation with tenants themselves either individually or collectively through their headmen or representative. It also abolished the *bhagbatai* system in general although it did continue to prevail in some regions of Baroda State.⁸² Nonetheless, the state continued to implement its measures. Despite the fact that *ryotwari* tenure had emerged as most important tenure, the others tenures also continued although with some modifications.⁸³ There could be more than one village or tenure in a single *taluka*. For instance, there were 20 *narwa* villages, 7 *senja* villages, 1 *ankadia* village and 2 *inami* villages prevailed in Petlad Taluka at the time of Original Survey and Settlement.⁸⁴ The following section describes the process of settlements of land tenures that had prevailed in the Baroda State.

(i) Bhagbatai Tenure: As has been mentioned earlier the introduction of *bighoti* system in Baroda State did not completely abolish the traditional systems such as *bhagbatai*. It was because it was considered that *bhagbatai* system should be continued in regions (such as Amreli) where the rainfall was varied. Hence, care was also taken to collect revenues considering the character of harvest.⁸⁵ For instance, the Rules sanctioned in November, 1903

⁸² Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 123

⁸³ Bajpai, G. (1984). Responses to International Economy During the American Civil War: A Case Study of Select Districts of Gujarat in the Second Half of the Nineteenth Century, *Proceedings of the Indian History Congress*, 45, pp. 652

⁸⁴ Rustamji, K. (1898). *Jamabandi Settlement Report of the Petlad Taluka of the Baroda Division*. Baroda: The Government Press. 1

⁸⁵ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 127

and published in January, 1904 by which a large portion of Bhil and other tribes (Kaliparaj tenants) in forest *talukas* of Songadh and Vyara, were allowed to pay revenue in kind.⁸⁶ The settlement that was carried out took care that the government share of produce was assessed and fixed on the basis of the types of crops. For instance, the assessment was fixed at 1/4th and 1/3rd for millet, 1/4th and 1/4th for sesame, 1/6th and 1/3rd for gram of total produce respectively.⁸⁷ The state also followed a policy of fixing more taxes on the crops which were grown in a favourable climate condition. Hence, the lower taxes were fixed for those fields and regions which witnessed the vagaries of the weather. The maximum taxes were collected on the monsoon crops while the minimum on summer crops.⁸⁸

(ii) Bhagdari and Narwadari Tenure: The *bhagdari* system which had prevailed in the Kamrej and Mangrol Talukas were replaced by *ryotwari* tenure.⁸⁹ The *narwadari* system was also replaced by *ryotwari* system.⁹⁰ But it did not mean that these tenures were completely replaced or abolished as has been mentioned earlier that at the time of settlement of any *taluka* both the methods of Survey and Settlement and the continuation of traditional tenures were taken into consideration as it was taken into British Gujarat.⁹¹ Under Original Survey and Settlement, the *bhagdar* and *narwadar* paid government either large or moderate revenue.⁹² It is already mentioned that the undivided areas of the *bhagdari* and *narwadari* villages were termed as *majmum* (common) areas. Over generation to generation, *bhag* (share) had been spilt into *peta-bhag* (sub-share). At the time of Original Survey and Settlement, government recognised the *peta-bhagdars* as *khatedars* and the *talati* collected the village dues from them. It indicates that in certain *bhagdari* and *narwadari* villages, there were ordinary *khatedars* who

⁸⁶ Dutt, R. C. (1905). BAR, 1902-1903 and 1903-04. 128

⁸⁷ Thakar, H. G. (1935). 61

⁸⁸ Thakar, H. G. (1935). 62

⁸⁹ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 31

⁹⁰ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 29

⁹¹ Bajpai, G. (1979). 214

⁹² Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 6

were originally *bhagdars/narwadars*. But now government recognised them as only ordinary *khatedars* instead of *bhagdars/narwadars*.⁹³ There was also a settlement that if one *bhagdar* failed to pay, another one paid the amount due to the government through *talati*. However, the property of first one could not be transferred to another. This arrangement was a private matter between the two parties.⁹⁴

Besides, the *majmum* lands also made *khalsa* and the *talati* collected the dues arising from *majmum* lands. *Talati* also credited the proceed to each *peta-bhagdar* or *khatedar* in proportion to his share of *bhag/narwa*. It should be mentioned that it was the same *talati* who collected their dues from *bhag/narwa khatedar*, non-*bhag/narwa khatedar*, holders of *salamia* land and payers of *veros* just as he did in an ordinary government village. The only difference was that the *khata* of *bhagdar/narwadar* contained a regular credit and debit account. The credit was a portion of *majmum* revenue collected by *talati* which *peta-bhagdar* was entitled to have put down to his account as an offset.⁹⁵

(iii) Senja Tenure: This type of tenure was found in some villages and therefore it was less important. There was very little difference between the *narwadari* and *senja tenrues* for the government officials dealing with *khatedars*. There was a difference between the two i.e., the holding of *senja* was not according to a *bhag* but according to area possessed. Under Original Survey and Settlement, the *senja* villages were declared as *khalsa* villages and were purely treated as *ryotwari* tenure.⁹⁶ Thus, the *senja* tenure was converted into ordinary *ryotwari* tenure in which assessment was fixed on each revenue survey number. According to the settlement, state government directly dealt with occupants of lands.⁹⁷ Despite this change, the sum

⁹³ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 8

⁹⁴ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 11

⁹⁵ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 9

⁹⁶ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 12

⁹⁷ MSA. (1914). *SRBG. No. DXXIV.-New Series. Character of Land Tenures and System of Survey and Settlement in the Bombay Presidency*. Bombay: The Government Central Press. 10 and MSA. (1874). *GRABP for the Year 1872-73*. Bombay: The Government Central Press. 55

demanding by government of a *senja* village was not permanently fixed. It was revised from time to time according to increase and decrease of capabilities and advantages of the village.⁹⁸ In case of any deficiency in sum to be paid by *senja* villages, the *khatedars* were held responsible to meet with loss. In case of if *khatedar* failed to pay, his *khata* could be auctioned by the state government.⁹⁹ Unlike the *bhagdari* and *narwadari* tenure, if one holder of *senja* village failed to pay revenue the other holder did not have to pay the same.¹⁰⁰ Indeed the village headman was made responsible for collection of revenue from *senja* land and if there was a case of failure of crops then he had to bear the loss.

(iv) Ankadia Tenure: The *ankadia* villages were resumed and made liable for the payment of land revenue under the provision of the Bombay Land Revenue Code, 1879.¹⁰¹ For a very long period, the state did not interfere in the internal fiscal settlement of *ankadia* villages.¹⁰² The inquiry about the *ankadia* villages was made in 1892 and then the survey operations were carried out.¹⁰³ The survey operations were not always easy to introduce in *ankadia* villages, as it was strongly opposed by the Thakors and Rajputs. They felt that the survey was an indirect method of changing the tenure of their villages and to take away their proprietary rights.¹⁰⁴

(v) Watan Tenure: *Watan* was hereditary tenure which was assigned in heir of *salamis* to *desais*, *mazmudars* and *amins*. They had kept the revenue records in the past administration of land. The first settlement with *watans* took place in 1889 which considered the indebtedness and arbitrary attitude of many *watandars*.¹⁰⁵ However, instead of taking land away this time, the state made an attempt to rehabilitate the status of *watandars*. It revised the rules of 1889

⁹⁸ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 9-10

⁹⁹ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 12

¹⁰⁰ Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 31

¹⁰¹ Rajyagor, S. B., & Tripathy, S. (1979). 533

¹⁰² Mitter, B. L. (1947). BAR, 1945-46. 24-25

¹⁰³ Patel, G. D. (1954). *The Indian Land Problem and Legislation*. Bombay: N. M. Tripathi LTD. 79

¹⁰⁴ Patel, G. D. (1954). 81-82

¹⁰⁵ Patel, G. D. (1954). 115

and enforced in 1892 as the Baroda Watan Rules.¹⁰⁶ Accordingly the *watandars* were asked to act in their own rights as intermediaries. This was not taken well by some of the *watandars* and therefore the rules modified a lot. However, as time went by, the powers of the *watandars* were reduced to a large extent.¹⁰⁷ The *watandar*'s proprietary interest was not recognized in *watan* villages and lands¹⁰⁸.

(vi) *Mulgiras* Tenure: The *mulgiras* tenure had prevailed in the Amreli District of the Baroda State. The *girasia* of Amreli Prant was called as *mulgirasia*.¹⁰⁹ Under Rule 7 of the Rules of 1878, it was decided that *giras* and *wanta* rights in Baroda territories if guaranteed directly or indirectly were not liable to any special tax or fee except with the consent of the British Government.¹¹⁰ Although *mulgirasias* could not make any permanent alienation of his lands. The *mulgirasia*'s rights of alienation by mortgage and sale came to be changed in course of time. It was particularly regulated by the Kathiawar Political Agency Notification No. 49 of 1891. According to this notification, *mulgirasia* could mortgage their holdings to any party but could sell only to the Darbar or to their collaterals with the prior sanction of Darbar. In order to do so they had to pay to Darbar a contribution called '*sudhara varad*' for improvement in villages, usually fixed at the rate of 2 *annas* per acre of cultivable land.¹¹¹ In 1897-98, the British Government approved the rules regarding: revenue management to be exercised by guaranteed *thakors* and *girasias* in their villages and *watans* in Baroda territory; and the recovery of the due of the guaranteed *girasias* on *giras* and *wanta* lands belonging to them from their tenants.¹¹²

¹⁰⁶ Rajyagor, S. B. (1975). 524

¹⁰⁷ Patel, G. D. (1954). 115-116

¹⁰⁸ Rajyagor, S. B., & Tripathy, S. (1979). 534

¹⁰⁹ Thakar, H. G. (1935). 47

¹¹⁰ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 138

¹¹¹ Patel, G. D. (1972). *Gujarat State Gazetteers. Amreli District*. Ahmedabad: Director, Government Printing, Stationery and Publication. 413

¹¹² Desai, G. H., & Clarke, A. B. (1923). Vol. II. 132

(vii) Talukdari Tenure: The status and the tributary obligations of the *talukdars* were settled by the Gujarat Talukdar's Act, 1888. It provided *inter alia* for the revenue administration of the *talukdari* estates. According to the provision of this act, all the *talukdari* estates were held subject to the payment of *jama* to government which was either *udhad* (fixed in perpetuity) or fluctuating. The *jama* was an aggregate of assessment on land in the village but was limited to about 60 % of the assessment on the cultivated land and 35 % of that on the waste lands. In special cases, however, the maximum of 70 % of the aggregate assessment was allowed, but the enhancement beyond 50 % of the existing *jama* was forbidden in any case. The *talukdar* was allowed to retain 30 % of the total assessment of his village in order to meet the cost of the police establishment in the villages.¹¹³ The Gujarat Talukdar Act, 1888 also restricted the alienation of *talukdari* estates without the sanction of government. In order to encumber of his estates beyond his lifetime, the *talukdar* had to get the permission of Talukdari Settlement Officer (Collector).¹¹⁴

(viii) Matadari Tenure: The *matadari* tenure had prevailed in Gujarat even prior to the Gaekwad taking control over the political scene. The *matadari* estates consisted of entire villages and were not governed by rules of the state. These estates were called as *matadari* and their holder *matadar* because the holder thereof had to *mat* (sign) a bond for payment of the revenue. The *matadari* villages were situated on the border lands of Baroda territory and in many parts inaccessible because they were cut by rivers and ravines. The *matadars* were mostly *thakardas* with a sprinkling of *patidars* in some villages. They were generally illiterate and backward.¹¹⁵ The Gaekwad retained their services as the state in its nascent form needed the services. In unsettled political condition, Gaekwad wanted an intermediary who could collect revenue for state without much cost of collection. For this work, the militant *thakardas* were

¹¹³ Rajyagor, S. B., & Tripathy, S. (1979). 528

¹¹⁴ Rajyagor, S. B., & Tripathy, S. (1979). 529

¹¹⁵ Patel, G. D. (1954). 97

recognized and were allowed to continue the revenue management of these villages. However, they were recognized as jurisdictional and non-jurisdictional *thakors* and were also refused the status of the *talukdars* of Gujarat.¹¹⁶

(ix) *Kaltana* Tenure: This tenure was prevalent in Songadh and Vyara Talukas of Navsari District before 1886-87.¹¹⁷ In *kaltan* tenure, the government officials with the help of village Patel or Panchayat estimated the standing crop from which the share of government was estimated. The share was computed in cash at the prevailing market rate.¹¹⁸ The estimation was carried out through *pahadi patrak* (register of crops) by *talati*. The *pahadi patrak* was then inspected by the *tajvijdar* at *taluka*. It was further followed by the *vahivatdar* or *aval karkun* and then the *jamabandi* was finally fixed by the *naib-suba* of *vibhag*.¹¹⁹ On the basis of the estimated production and current market price of that crops, the 1/3rd of the same was fixed as *jamabandi*. This system generally resulted in the problems both for the government and the peasants. For instance, if the estimate of production was more than the actual production then it meant loss to the peasants. If the estimate of production was less than the actual production then it meant a loss to the government. Besides, the peasants could not bring the ready crops to their house before its share was inspected and collected by the government official then there were chances that the crops would not be sold. So, it again meant losses for the peasant if crops destroyed in the field.¹²⁰ Due to such inconsistencies, the *kaltani* system was abolished by the government in 1886.¹²¹

(x) *Salami* Tenure: The *salami* tenure was applicable to the Waghers, Wadhers and others allied tribes in Okhamandal.¹²² In 1904, a settlement of *salami* tenure was provisionally

¹¹⁶ Patel, G. D. (1954). 97-98

¹¹⁷ Patel, C. B. (1920). 32

¹¹⁸ Elliot, F. A. H. (1883). Volume VII. 356-357

¹¹⁹ Patel, C. B. (1920). 32-33

¹²⁰ Patel, C. B. (1920). 34

¹²¹ Thakar, H. G. (1935). 48

¹²² Desai, B. V. (1932). *Note on the Administration of Okhamandal*. Baroda: Baroda State Press. 4

introduced for two years and later was subsequently extended to a period of 15 years.¹²³ The tenure settled there was called as *salami* because holders had to pay only Rs. 1 for every *santi* of 48 *bighas* held by them by a way of token payment (*salami*) for acceptance of the sovereignty of Gaekwad.¹²⁴ They paid an extra charge of 4 *annas* per ‘*kos*’ for all irrigated crops except sugarcane which was charged at the rate of Rs. 2-12-0.¹²⁵ The nominal payment of *salami* Rs. 1 was not related to the assessment of the land, which varied from Rs. 2-12-0 to 3-3-0 per acre.¹²⁶

(xi) *Inami* Tenure: The *inami* tenure was not widely prevalent but there could be more than one *inami* village in a single *taluka*. Sometimes even they were converted to *khalsa* village. For instance, in Petlad Taluka, there two *inami* villages (Gambhira and Kodva). At the time of Original Survey and Settlement, the Gambhira villages was made *khalsa* village owing to the death of the *inamdar* who had left no heir.¹²⁷

Beside those mentioned, there were other tenures that were prevalent in Baroda State. They were also to be surveyed and settled.

(xii) *Tulwari* Tenure: The *tulwari* tenure was prevalent in the government villages. In *tulwari* system, the rates were based on types of crops. The *bighoti* rate was fixed according to the comparison of the different types of crops. In the *tulwari* villages, the *pahadi patraka* were regularly maintained considering different types of crops in different seasons. This system however was ridden with complications as it was expensive and the accounts were not properly

¹²³ Patel, G. D. (1954). 142

¹²⁴ Patel, G. D. (1954). 141

¹²⁵ Desai, B. V. (1932). 4

¹²⁶ Patel, G. D. (1954). 141

¹²⁷ Rustamji, K. (1898). *Jamabandi Settlement Report of the Petlad Taluka*. 1

maintained. Therefore, the *tulvari* system came to be abolished after the Survey Settlement was introduced.¹²⁸

(xiii) *Komwari/Khumvari* Tenure: In many of government villages, there was *komwari* tenure in which the different rates were fixed for the different castes. For instance, *kanbis* who were considered as best cultivators in Baroda State were charged double or triple in comparison to the backward cultivators and other tribal communities such as *kolis*, *bhils*, *thakardas* etc. This tenure came to be abolished after Survey and Settlement.¹²⁹

(xiv) *Adania, Gherania and Vechania* Tenure: There was an extensive alienation of land in form of mortgage tenure called as *adania*. It was developed during the *izaradari* system in Kadi and Baroda Districts. Sometime it happened that government raised rent or the season proved to be bad and the *patels* in consequence found difficult to meet their liabilities.¹³⁰ Therefore, they sold (*vechania*) or mortgaged (*gherania*) government lands, guaranteeing the total exemption from assessment in order to raise funds to meet their liabilities. Thus, the tenure originated out of the sale or mortgage of the government's lands by *patels* to obtain requisite funds.¹³¹ Under Original Survey and Settlement, *gherania* and *vechania* lands were considered as *khalsa* lands and the holder of these lands accepted *kabuliyat* voluntarily agreeing to pay full assessment since they saw that the demand was reasonable and was not based on a mere device to increase the government revenue.¹³² Over the period of time, these tenures had become a source of problem for the state. Therefore, Maharaja Sayajirao-III took sterner measure. Later, the mortgaged land was converted to *khalsa* once more.¹³³

¹²⁸ Patel, C. B. (1920). 32

¹²⁹ Ibid.

¹³⁰ Rajyagor, S. B. (1975). 501

¹³¹ Mitter, B. L. (1947). BAR, 1945-46. 24

¹³² Rustamji, K. (1898). Jamabandi Settlement Report of the Petlad Taluka. 28

¹³³ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 33

There were *chakriyat* lands which paid no revenue despite the fact that they could be fully cultivated. About 1898, *chakriyat* lands were also taken for Survey and Settlement and treated as *khalsa* lands. Later they began to pay full assessment in Padra Taluka or elsewhere in Baroda District.¹³⁴ In 1890-1891, *chakriyat* lands of all *prants* had converted into *khalsa* lands paying full assessment.¹³⁵

(xv) *Udhadh Jamabandi* Tenure: The *udhadh jamabandi* was found in *ak ankadi* villages. In these villages, the revenue was collected every year.¹³⁶ In some villages or part of villages, *wanta* lands were entered as *sarkari* or government held on *udhad jamabandi* tenure which meant that they were liable to a fixed cess (*jama*) only.¹³⁷ Excepting the *wanta*, the other villages were also held on this tenure. These villages were surveyed in groups and the fixed assessment remained intact.¹³⁸

(xvi) *Sedbhed Jamabandi* Tenure: The villages in which there were more than one type of administration were considered as *sedbhed jamabandi* villages. In Baroda State, there were only two *sedbhed jamabandi* villages named Mursad and Adhana in which both government and alienated administration prevailed.¹³⁹

(xvii) *Holbandi* Tenure: In *holbandi* tenure, revenue was fixed on the basis of the number of ploughs used and the area cultivated. Here, a rate was fixed for per plough with two oxen. The rate could be increased considering the number of oxen employed in tillage. Three oxen were considered as one and a half plough. There was no fixation on the land cultivated by one plough.¹⁴⁰ Under Original Survey and Settlement, the assessment all lands in *holbandi* villages

¹³⁴ Seddon, C. N. (1907). *Jamabandi Revision Settlement Report of the Padra Taluka*. 15

¹³⁵ Patel, C. B. (1920). 83

¹³⁶ Patel, C. B. (1920). 31

¹³⁷ Gordon, R. G. (1917). *The Bombay Survey and Settlement Manual. Volume I. Part I - Historical*. Bombay: The Government Central Press. 270

¹³⁸ MSA. (1914). SRBG. No. DXXIV.-New Series. 12

¹³⁹ Patel, C. B. (1920). 31-32

¹⁴⁰ Elliot, F. A. H. (1883). Volume VII. 356

made equal to the general settlement which meant the *holbandi* tenure was replaced by the survey tenure. However, if any *holbandi* village was too poor or weak to accept other mode of collection, it remained under the traditional *holbandi* tenure.¹⁴¹

5. Financial Impact: With an aim to improve the condition of peasantry, land revenue demand under Original Survey and Settlement was fixed less than that of earlier survey and settlement. Statistics of the same is mentioned in the following table:¹⁴²

Settlement	Year	Demand (Rs.)	Collection (Rs.)
Earlier Survey and Settlement	1880-1881	97,09,905	92,45,457
Original Survey and Settlement	1902-1903	88,73,104	80,23,247

Revision Survey and Settlement (1904-1922)

1. Introduction: The Original Survey and Settlement being the first of its kind had certain issues with it. Hence the state decided to carry out a revision and if possible, to remove the anomalies of the previous settlements. The Baroda State government had started making preparations since 1904. Generally, the Revision Survey and Settlement was fixed for 30 years. However, it was not a uniform rule for all the divisions of Baroda State. For instance, it was fixed for a period of 15 years in Vaghodia Taluka and Kodinar Taluka; 20 years in Patan Taluka and 60 years in Mahuva Taluka.¹⁴³

2. Principle and Method: The revised principles and methods were laid down in Section 80 of the Baroda Land Revenue Code. They are as follows:¹⁴⁴

- (a) The land revenue had to fixed on the basis of the value of the land.

¹⁴¹ Elliot, F. A. H. (1892). *The Jambandi Revision Settlement Report of the Velachha-Vankal Taluka of the Navsari Division, 1892-93*. Baroda: Veer-Kshetra Mudralaya Press. 5-6

¹⁴² Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 71

¹⁴³ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 25

¹⁴⁴ Desai, G. H. (1918). 12

(b) In case if the land owner/tenant had made effort to improve the condition of land at their own cost, the state would keep that in mind at the time of revision of settlement.

These conditions were made to provide security to cultivators and to the fact that revenue shall never be enhanced without sufficient reason.¹⁴⁵ The principles and methods of Re-Revision Survey and Settlement were almost same as were in the Original Survey and Settlement. For instance, the assessment rate was determined on the basis of the fertility of soil.¹⁴⁶ The lands were divided into *jirayat*, *bagayat* and *kyari*.¹⁴⁷ Each *taluka* was divided into particular groups of villages and then the standard rate of *jirayat*, *bagayat* and *kyari* lands of each group was fixed.¹⁴⁸ The following table give a sample of land revenue assessment of Gandevi Taluka under Revision Survey and Settlement:¹⁴⁹

Groups	Number of Villages	Standard Rate (Rs. A. P.)		
		<i>Jirayat</i>	<i>Bagayat</i>	<i>Kyari</i>
I	3	4-8-0	8-0-0	4-8-0
II	9	4-4-0	7-0-0	4-4-0
III	14	4-0-0	6-8-0	4-0-0
IV	1	3-4-0	0-0-0	3-4-0
V	1	2-8-0	0-0-0	2-8-0

It is already mentioned that not all *talukas* were divided into all three classes of land. There could be only two or one class of land of *jirayat*, *bagayat* or *kyari* in different *talukas* of Baroda State. Accordingly, the standard rates were fixed for each *taluka* under Revision Survey and Settlement.¹⁵⁰

¹⁴⁵ Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 63

¹⁴⁶ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Padra Taluka. 8

¹⁴⁷ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Gandevi. 4

¹⁴⁸ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Gandevi Taluka. 6

¹⁴⁹ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Gandevi Taluka. 6-7

¹⁵⁰ For detailed account of groups, number of villages and standard rate of different *talukas* of Baroda State under Revision Survey and Settlement, see Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 98-113, 123-143, 151-180, 187-208

3. Agricultural Change: What further influenced the state with regards to its revenue policy was the historic famines of 1899. It resulted in the loss of about one-fifth of population along with a large number of cattle and other properties in Baroda State alone.¹⁵¹ The state attempted at number of measures to improve the condition of peasantry. This was more to ensure that in case if the state suffered another such natural calamity, the general administration would be ready for it.¹⁵² About the first quarter of 20th century, the agricultural population of Baroda State was consisted of 64 % of total population.¹⁵³ The greater part of revenue was derived from agriculture, therefore it required continued efforts to improve the condition of peasantry class and take appropriate measure. When peasants passed through a phase of almost unequalled depression particularly at the time of famines, the state made all possible attempts to alleviate their condition. The helps were provided in shape of famine-relief, remission and suspension of revenue demand and grant of *taccavi*. Besides, all vexatious taxes were replaced by a moderate income tax.¹⁵⁴ School for children of agricultural and artisan classes were opened. Besides, the medical aids were also provided particularly at the time of plague.¹⁵⁵ At the time of famine of 1899-1900 (called *chhapania* i.e., famine of Samvat 1956), the state took various measures to provide relief. For instance, Famine Commissioner and District Suba opened certain houses to feed the people. These houses were also operated by charitable funds (*dharmadaya*) which indicates the positive involvement of civil society in emergency situation.¹⁵⁶

Between 1900 to 1904, the Agricultural Department also came to be reorganized but it was under the supervision of a branch of Revenue Department. In 1909, for the first time, an

¹⁵¹ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 57-58

¹⁵² BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 8

¹⁵³ Shah, R. J. (1992). *Administration of the Baroda State: 1881 A.D.- 1939 A.D.* (Unpublished Ph.D. Thesis). Department of History, Faculty of Arts, M. S. University of Baroda. 81

¹⁵⁴ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Padra Taluka. 15

¹⁵⁵ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Padra Taluka. 16

¹⁵⁶ Desai, G. H. (1929). *Forty Years in Baroda*. Baroda: Pustakalayas Sahayak Sahakari Mandal Limited. 137-138

independent Department of Agriculture was set-up which endeavoured to give expression of the agricultural policies.¹⁵⁷

One of major problems that cultivators had faced was that the considerable part of their crops were either stolen by the thieves or were destroyed by stray cattle of *rabaries* and other pastoral communities. The crops were also destroyed by animals. Despite this loss, cultivators used to avoid to kill these animals and pests on the ground that keeling will bring great sin on them and their families. In order to meet with this loss, they had borrowed money from *sahukars* at exorbitant rate of interest and sell their produce to them at very low price.¹⁵⁸ Therefore, with an aim to provide financial aids or loans at a very small rate of interest to cultivators, the state established agricultural banks and co-operative societies by giving certain concessions i. e., subscription of half the share capital; exemption from the payment of stamp and regulation duties; collection of arrears by revenue process; and state audit and inspection.¹⁵⁹ To provide legal shape the Co-operative Credit Societies Act was passed in 1904 which amended in 1912.¹⁶⁰ After 1912, state administration took advantages of abundant rains and fairly good season and encouraged the peasantry to improve their holdings of land and increase their stock of cattle. Secondly the state administration encouraged commercialization of agriculture once the food requirements were met with. Encouragement was given to the peasants to grow food crops for the market. Commercial crops such as cotton was cultivated.¹⁶¹

A *khedut panchang* (farmer's almanac) was prepared for the first time in 1913. It served as an ordinary almanac and contained useful agricultural, sanitary and veterinary subjects. The *khedut panchag* came to be published regularly at the time of beginning of every new year by

¹⁵⁷ Shah, R. J. (1992). 90

¹⁵⁸ Desai, G. H. (1929). 118-119

¹⁵⁹ Desai, G. H. (1929). 116

¹⁶⁰ Ibid.

¹⁶¹ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 57-58

the Agricultural Department.¹⁶² Besides, the agricultural industrial exhibitions were also held in order to improve the condition of agriculture, horticulture, forest, industry, education etc.¹⁶³ Thus, in all possible ways, state provided amenities to peasants so that they improve their condition as well as cultivation and revenue.¹⁶⁴ The result was that there was substantial increase in the cultivation area as well as in the number of *khatedars*. For instance, the total arable area in the Baroda State was 70,11,339 *bighas*¹⁶⁵ out of which 62,92,465 *bighas* were brought under cultivation at the end of the year 1916-17 and 7,18,894 *bighas* were available for further cultivation.¹⁶⁶ Besides, the total number of *khatedars* which was 2,53,374 in 1901 increased to 3,18,649 in 1917-1918. The following table shows the total agricultural lands, survey numbers of fields and number of *khatedars* in the districts of the Baroda State during the period 1917-1918:¹⁶⁷

District	Total Agricultural Land (In Bighas)	Survey Number in Which It Was Divided	Number of <i>Khatedar</i>	Average Land Per <i>Khatedar</i> (In Bighas)	Average Survey Number Per <i>Khatedar</i>	Average Area Per Survey Number (In Bighas)
Baroda	1,717,319	430,601	107,638	15-19-2	4.00	4
Kadi	2,513,982	589,687	141,145	17-16-5	4.18	4 ¼
Navsari	1,046,176	216,748	52,652	19-17-8	4.12	4 ¾
Amreli	972,040	55,635	17,214	56-9-7	3.23	17 ½
Total	6,249,517	1,292,671	318,649	19-12-4	4.06	4 7/8

¹⁶² Desai, G. H. (1929). 114

¹⁶³ Desai, G. H. (1929). 114-115 and BSA. (1929). *Annual Administration Report of the Revenue Department, Baroda State*. Baroda: State Press, Baroda. 10

¹⁶⁴ Shah, R. J. (1992). 97

¹⁶⁵ 1 *bigha* = 2/3 of an acre

¹⁶⁶ Desai, G. H. (1918). 13

¹⁶⁷ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 72

If we compare the average land per *khatedar* in the districts of Baroda State, Amreli stands first with 56 ½ *bighas*, Navsari with 20 *bighas*, Kadi with 18 *bighas* and Baroda with 16 *bighas* per *khatedar*.¹⁶⁸ The *khatedars* in Baroda State belonged to the different communities viz., Brahmins, Banias, Kanbis, Rajputs, Thakardas, Kolis, Muslims, Kali Paraj etc. Most of the Brahmins and Banias did not cultivate their land instead they rent it out to other cultivators. The Kanbis were considered as best cultivators and they were well supplied with cattle and implements. This was the reason that Kanbis held the maximum percentage in the total number of *khatdears*. The Rajputs, Muslims, Thakardas and Kolis were considered as inferior cultivators producing low amount of income. There was also a group of miscellaneous cultivators consisting of village artisans, servants and labours who owned about one or two *bighas* of land and cultivated it as subsidiary occupation.¹⁶⁹

4. Settlement of Land Tenures: Change and Continuity – Even after the Revision Survey and Settlement had been introduced, many land tenures such as *bhagbatai*, *bhagdari* and *narwadari*, *ankadia*, *mulgiras*, *watan*, *mehwasi*, *salami*, *matadari* etc., continued to subsists in the Baroda State although with some modifications. Following is an account of settlement of land tenures under Revision Survey and Settlement and its impacts on landed relationship:

(i) Bhagbatai Tenure: The reasons of carrying out revision in the *bhagdari* system were due to certain issues. The state government had fixed assessment which was proving to be different for the peasantry. They were used to having their way. In addition, a slight delay on the part of state officials meant losses for the peasants. Since, the assessment was fixed and most of the time no compensation was given to peasants for better crops. Hence, the peasantry was not motivated to improve their land. Since it was *bhagbatai* tenure, the land was shared between the government and the peasantry, therefore the government would share even if they had not

¹⁶⁸ Desai, G. H. (1918). 13

¹⁶⁹ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 18

made any contribution toward the land improvement.¹⁷⁰ Before the fixation of government share, the peasant could neither sell it or eat it. Therefore, even though there were standing crops, the peasants had to borrow money at interest from the *sahukars*. It also led to corruption in which the peasants with the implicit consent of officials brought/used the grains without the knowledge of government.¹⁷¹ It was also realized that the middlemen in form of grain distributions was not paid well. Hence, they made lot of money out of the transactions. They gave wrong measurement which caused a loss of revenue to the state. Another reason why the earlier settlement was faulty because the government's share of standing crops had to wait till the time was right. By the time when grains went into the market, the market came down, and so the grain traders suffered.¹⁷²

(ii) Bhagdari and Narwadari Tenure: The *bhagdari* tenure had prevailed into Velacha and Kamrej Taluka whereas *narwadari* tenure in Petlad Taluka and Bhadran Peta Taluka.¹⁷³ Over the period of time *bhagdari* and *narwadari* tenure disintegrated into *ryotwari* tenure. For instance, the *jamabandi* settlement of *narwadari* villages was made in 1904-05.¹⁷⁴ Under Revision Survey and Settlement, the *narwadars* had to pay survey assessment on all the land they held. The lands which were held by *brahmins* were treated as outside the *narwadari* land and full dues were recovered directly from the holder. Some of the villages could also be treated as ordinary tenure. For instance, Ekalbara and Dhobikuva villages of Padra Taluka were treated in ordinary tenure and their *ankda*¹⁷⁵ was merely the name given to the aggregate of useful charge which was levied from the registered holders.¹⁷⁶ The *farta ankada* villages of Padra Taluka was also treated as *khalsa* villages and managed under ordinary tenure. The *ankda* was

¹⁷⁰ Patel, C. B. (1920). 50

¹⁷¹ Ibid.

¹⁷² Ibid.

¹⁷³ Patel, C. B. (1920). 30 and Desai, G. H., and Clarke, A. B. (1923). Vol. II. 29

¹⁷⁴ Thakar, H. G. (1935). 41

¹⁷⁵ It is important to note that *ankda* was not only associated with the *ankadia* tenure but it could also mean the share/part or revenue in other tenures.

¹⁷⁶ Seddon, C. N. (1907). Jamabandi Revision Settlement Report of the Padra Taluka. 10

amount of aggregate charge which levied from registered holders.¹⁷⁷ By the second decade of the twentieth century *bhqgdari* and *narwadari* tenure had mostly been abolished.¹⁷⁸ However, they continued to exist under Revision Survey and Settlement. For instance, *narwadari* tenure had prevailed even during the third decade of twentieth century.¹⁷⁹ According to a statistics of around 1923, the *narwadari* tenure had prevailed in 17 villages of the Petlad Taluka and 10 villages in Bhadran Peta Taluka.¹⁸⁰

(iii) Ankadia Tenure: Under Revision Survey and Survey, the *jamabandi* in *ak ankadi* villages was permanently fixed and it was not subject to change.¹⁸¹ The government enjoyed fixed lump sum to be paid either once a year or at short interval.¹⁸² In the years 1914-15, revised attempt was made to determine the status of *ankdedaras*. It revealed that the *ankadia* villages were mainly found in Baroda (15 villages), Kadi (82 villages) and Amreli (7 villages).¹⁸³ Before the framing of *ankadia* village rules in 1915, a controversy arose between C. N. Seddon (Settlement Commissioner) and G. R. Nimbalkar (Sar Suba) about the nature of *ankadia* tenure. Seddon compared the *ankadia* tenure to the *talukadari* tenure prevailed in Ahmedabad District while Nimbalkar objected to it. According to Nimbalkar, the *ankadia* villages were originally *khalsa* and were given for revenue management on *izara*. Seddon's theory was inconsistent with the restriction placed by government on the *ankdedars* with regard to alienation of lands in those villages from 1851. It was also urged that the *ankdedars* never received any occupancy price (*khed hak*) from peasant because they were managers not the proprietors of the villages. As a result (for the management of the *ankadia* villages), the restrictions were incorporated in

¹⁷⁷ Seddon, C. N. (1907). *Jamabandi Revision Settlement Report of the Padra Taluka*. 11

¹⁷⁸ Patel, C. B. (1920). 30

¹⁷⁹ Elliot, F. A. H. (1934). *The Rulers of Baroda*. Baroda: Baroda State Press. 223

¹⁸⁰ Desai, G. H., and Clarke, A. B. (1923). Vol. II. 29

¹⁸¹ Mitter, B. L. (1947). BAR, 1945-46. 24-25

¹⁸² Desai, G. H., and Clarke, A. B. (1923). Vol. II. 32

¹⁸³ Patel, G. D. (1954). 79

the rules 15 and 15-A of the Ankadia Village Rules of 1915 which recognized *ankdedars* as revenue farmers analogous to that of *mehwasis*.¹⁸⁴

(iv) *Mulgiras* Tenure: In the *maji jarif* (old survey) of 1863, it had been noticed that the *mulgirasias* were in possession of lands in the excess. The Resident at Baroda was inclined to recognize such excess areas and grants *sanads* to the holders. But the Baroda government was not agreeable to this.¹⁸⁵ Therefore a question rose in 1904 after which it was decided that *mulgirasias* are liable to pay local cess.¹⁸⁶ After considering the correspondences of the Government of India, the Baroda State decided in 1909 that the lands held at the time of *maji jarif* in 1863 should be confirmed as rent-free. Although in the settlement, government imposed a local cess of one *anna* in a rupee of assessment which was similar to the local fund cess levied under the Bombay Local Boards Act. Thus, they were subjected to the local cess.¹⁸⁷ In 1919, there were 71 *mulgirasias* villages under 505 holdings.¹⁸⁸ Owing to the chronic indebtedness of the *mulgirasias*, the state framed rules in 1921 for the purchase of the *girasias* lands for redemption of their liabilities. Thus, the state purchased such lands and settled the *sahukar's* debts. In short, the state continued the tenure as a matter of political expediency.¹⁸⁹ Before Amreli District *Mulgirasias* (Adoption and Mutation) Rules, 1927, the permission of government was necessary which was given subject to the payment of *nazrana* in absence of legitimate heir. In case of any unauthorized alienation to others, the *giras* was liable to be made *khalsa*.¹⁹⁰

¹⁸⁴ Patel, G. D. (1954). 80

¹⁸⁵ Patel, G. D. (1954). 131-132

¹⁸⁶ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 138

¹⁸⁷ Patel, G. D. (1954). 131-132

¹⁸⁸ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 138

¹⁸⁹ Patel, G. D. (1957). *The Land Problem of Reorganized Bombay State*. Bombay: N. M. Tripathi LTD. 195-196

¹⁹⁰ Patel, G. D. (1957). 195-196

(v) **Mehwasi Tenure:** Owing to more demand out of land and preventing loss to government revenue, the *mehwasi* villages were also taken in Survey and Settlement in 1904-05 and *ryotwari* settlement introduced into these villages.¹⁹¹

(vi) **Salami Tenure:** The arrangement of *salami* tenure in Okhamandal which was made before 1875 continued till 1904 when it was further revised.¹⁹² Over the period of time, certain complications arose in administration of the *salami* tenure. In 1911, the *salami* rules were revised particularly regarding the grant, succession, transfer, exchange, resumption etc.¹⁹³ Main changes effected were that every Wagher was entitled to hold one *santi* or 48 *bighas* of land; that he was entitled to hold additional land on the *bhogami* (*khalsa*) tenure; and that except by inheritance, transfer of the *salami* lands were prohibited. Such lands were liable to be resumed on conviction for rebellion or outlawry against government and on account of misconduct of the holder or his inability or neglect to cultivate it personally continuously for three years.¹⁹⁴ Since 1918, the cash payment had been introduced in Okhamandal Taluka. Earlier, there were several kinds of tenure such as *kaltana*, *tulwari*, *komavari*, *holbandi* etc., but since the introduction of Survey and Settlement there remained mainly two types of land tenure viz., the *bhog*¹⁹⁵ and *salami* tenures.¹⁹⁶

The geographical factors were also responsible for creating such unsettled condition of life in the region. The soil in Okhamandal was marshy, sandy and saline. The rainfall was scarce (13"). Owing to the poor quality of the soil, the area was liable to recurrent scarcity. Due to poor fertility of soil, the revenue of Okhamandal was always assessed very low. For instance, on the lands in several villages such as Varai, Vachha, Malkanpur, Kurangra etc., the

¹⁹¹ Pandurang, V. (1939). *Pragatipanthi Vadodara*. Vadodara: Arya Sudharak Press. 82

¹⁹² Patel, G. D. (1957). 188

¹⁹³ Desai, B. V. (1932). 28

¹⁹⁴ Patel, G. D. (1957). 188

¹⁹⁵ Literally means enjoyment was used in sense of full assessment.

¹⁹⁶ Desai, B. V. (1932). 4 and Patel, G. D. (1954). 141

assessment had to be fixed at a rate lower than 4 *annas* per acre.¹⁹⁷ According to a statistic of 1930, the revenue of one-acre land was assessed at only 8 *annas*.¹⁹⁸

5. Financial Impact: Under Original Survey and Settlement, state had decreased the revenue demand in order to improve the conditions of peasants as well as to maximize the utilization of arable lands so that the revenue could be increased in future settlement. This policy was achieved when revenue increased under the Revision Survey and Settlement. The following table shows the statistics of increased revenue under Revision Survey and Settlement:¹⁹⁹

Settlement	Year	Demand (Rs.)	Collection (Rs.)
Original Survey and Settlement	1902-1903	88,73,104	80,23,247
Revision Survey and Settlement	1920-1921	1,16,05,722	1,08,82,554

Re-Revision Survey and Settlement (1922-1947)

1. Introduction: The Revision Survey and Settlement which was initiated in *talukas* of Vaghodia and Kodinar in 1912 came for Re-Revision Survey and Settlement in 1927. It is important to note that the re-revision was carried out only in the *talukas* of Vaghodia and Kodinar for a period of 30 years.²⁰⁰

2. Principle and Method: The principles and methods of Re-Revision Survey and Settlement were almost same as adopted in the earlier Survey and Settlement. During the period 1918-1919, there were total 3,279 villages in Baroda State. Of these, 2,684 villages were settled on

¹⁹⁷ Patel, G. D. (1957). 189

¹⁹⁸ Patel, G. D. (1954). 141-142

¹⁹⁹ Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 71

²⁰⁰ Thakar, H. G. (1935). 35, 87-89

the *ryotwari* tenure while 373 villages were settled on mixed tenure paying lump sum annually and 222 villages were alienated to charitable institutions or as rewards for good services.²⁰¹

3. Reorganization of Administrative Divisions: Under Re-Revision Survey and Settlement, the administrative divisions of Baroda State were reorganized. State appointed an independent team which demarcated the boundaries of Baroda State and reorganized the administrative divisions.²⁰² Till the third quarter of the twentieth century, number, size and inhabitation of the *mahals*, *vibhag* or *prant* was different in considering local condition of the Baroda State. For instance, the population density in the *prants* of the Baroda State was somewhere very high and somewhere very low. Therefore, the number of villages of *mahals*, *vibhags* or *prants*, the *jamabandi* demand, the condition of property, the border relations etc., were taken into consideration for Survey and Settlement. After which, the Baroda State was categorized into three distinct groups on basis of welfare developmental activities in 1927.²⁰³ [See Appendix No. 16] In the year 1933, boundary of all the four *prants* of Baroda State were finally demarcated. After demarcation of boundaries, a revenue officer was appointed in the villages. Additionally, one *patel* was appointed for police related work and two *patels* for the work of revenue collection. Others such as *chokiyat*, *bhangi*, *hazaam*, *kumbhar*, *dhedh*, etc. were assigned to work under the village *patel*.

4. Agricultural Change: The Agricultural Department which was established in 1909 did not meet with much success as it was expected. Another famine was experienced during the period 1918-1919. Therefore, the state took various measures to help people. These were: granting of loans; cheap grain shop; food and fodder supply; supply of drinking water; relief works; cattle camps; relief and grant to poor houses; and suspension and remission of land revenue.²⁰⁴ The

²⁰¹ BSA. (1920). Baroda Economic Development Committee, 1918-19: Report. 19

²⁰² Thakar, H. G. (1935). 84

²⁰³ Thakar, H. G. (1935). 18

²⁰⁴ Desai, G. H. (1929). 142

agricultural banks (one in Bhardaran, two in Songadh and Vyara and one in Amreli) provided relief to the cultivators and prevented them from reaching out to *sahukars* who charged exorbitant rate of interest.²⁰⁵ About 1928-1929, the number of co-operative societies had increased to 839.²⁰⁶ Despite facing many challenges, the state was able to improve the condition of peasantry and cultivation at the time of Re-Revision Survey and Settlement. This can be seen in terms of increase in number of *kahtedars* and area of cultivation. For instance, in the year 1927-1928, the total number of *khatedars* was 3,38,337 on the cultivable area of about 66,25,964 *bighas*. The average *bighas* per *khatedars* was about 19 *bighas*. These statistics of *kahtedars* and cultivable areas was much greater in comparing to both Original and Revision Survey and Settlement.²⁰⁷ In 1936, a new policy was adopted regarding the vigorous technical development and an equally vigorous propaganda to carry the knowledge of how to improve agriculture.²⁰⁸ Various irrigation projects had been carried out to ameliorate scarcity of water in different districts of the Baroda State.²⁰⁹ A technical expert of great experience was appointed as Commissioner of Agriculture, and the Agricultural Department was expanded to meet the new needs. This was taken as a healthy growth.²¹⁰

5. Settlement of Land Tenures: Change and Continuity – The old tenures continued to exist with some modifications. Following is a description of settlement of land tenures under Re-Revision Survey and Settlement.

(i) Bhagbatai Tenure: During the mid of the 1940's some regions where disintegration had taken place, and the right of the peasantry over the lands in *bhagbatai* tenure was recognized,

²⁰⁵ BSA. (1929). Annual Administration Report of the Revenue Department. 15

²⁰⁶ BSA. (1929). Annual Administration Report of the Revenue Department. 11

²⁰⁷ BSA. (1929). Annual Administration Report of the Revenue Department. 3

²⁰⁸ BSA. (1949). BAR, 1947-48. 8

²⁰⁹ For detailed account see Upadhyay, R. (2015). *Baroda: Pre-Modern Basis and the Modernizing Project of Sir Sayajirao-III*. (Unpublished Ph.D. Thesis). Department of History, Faculty of Arts, The M. S. University of Baroda. 128-132

²¹⁰ BSA. (1949). BAR, 1947-48. 8

such lands were transferred from the peasantry to the landlord and their rights had been restricted in some places. And there was a movement to put it elsewhere.²¹¹

(ii) Bhagdari and Narwadari Tenure: It was realized that in 1940's that the *bhagdari* tenure had still prevailed into 55 villages of Songadh Mahal and it was administered by the British Government and its share of revenue was sent to Baroda State. When the two villages named Pavdi Mahoti and Sambela of Atarsuba Peta Mahal came under the government, the total number of *bhagdari* villages in Baroda State became 57.²¹² About the same time, the *narwadari* tenure was also found in prevalent in about 27 villages in Petlad Taluka and Bhadran Peta Taluka.²¹³ The *bhagdari* tenure in British Gujarat in some respects resembled the *narwadari* in the Baroda territory. But *bhagdari* tenure in the Baroda State had more in common with the *ryotwari* system. However, there was no *anna* or *falni* method of division among the *bhagdars* nor had a *bhagdar* got the right to alienate and part with his land as he pleased.²¹⁴

(iii) Ankadia Tenure: The Ankadia Village Rules of 1915 subsequently amended in the Baroda Ankadia Village Rules of 1932 classified the *ankadia* villages into *ek ankadia* and *farta ankdia* according as the *ankda* paid was fixed or fluctuating. The *ek ankadia* and *farta ankdia* were further categorised into *thakrati* and *matadari* according to the nature of their holding.²¹⁵ The status accorded to the *ankdedars* of all these villages under the Baroda Ankadia Village Rule, 1932, was that of revenue farmers without any proprietary interest. In the revenue management of the *ankadia* villages, the Baroda Rules imposed certain restrictions. For instance, an *ankdedar* could not sell, mortgage or otherwise alienate the village lands without the permission of the government. All alienation made during the continuance of the system were

²¹¹ Thakar, H. G. (1935). 63-64

²¹² Thakar, H. G. (1935). 42

²¹³ Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 58

²¹⁴ Desai, G. H., & Clarke, A. B. (1923). Vol. II. 32

²¹⁵ Patel, G. D. (1954). 81

to be treated as jaded. When the village was resumed by government, it reverted to the government free from all alienations, encumbrances or charge made by holder with or without the previous sanction of government.²¹⁶ There was distinguishable difference between the Baroda and non-Baroda *ankadia* villages. In Baroda, the principal purpose of *ankda* was the revenue management of the villages whereas in the non-Baroda the police duties predominated. Further the former villages were classified into *ek ankadia* and *farta ankadia* with sub-divisions into *thakarati* and *matadari* whereas the latter were either permanent or periodical.²¹⁷ The *ankadia* villages of the non-Baroda areas were merged in Sabar Kantha, Kheda and Panch Mahals Districts. they were regulated by leased or *patta* which were renewed at the discretion of the rulers.²¹⁸

The *ankadia* villages were neither alienated nor *jagiri* but akin to leasehold villages. They belonged to the state and were liable to be resumed by the state in matter of leases or rules. All the *ankadia* villages of Baroda State were governed by the Baroda Ankadia Village Rules of 1932 while in remaining states regulated by leases or *pattas* granted by state from time to time.²¹⁹ In 1934, the state government found it necessary to enact the ‘Ankadia Villages’ Tenants Act. This measure protected the permanent and occupancy tenants from eviction, so long as they pay the rent and did not commit acts of waste.²²⁰ According to the Huzur Orders of 1934, the holders of *thakrati* villages had a superior status but they too did not recognize themselves as proprietor. Despite this distinction, there was practically no difference between *thakrati* and *matadari ankadia* villages.²²¹ Considering the purposes of Original and Revision settlement, all the *ankadia* villages were surveyed. However, the settlement was introduced

²¹⁶ Rajyagor, S. B. (1975). 522

²¹⁷ Ibid.

²¹⁸ Patel, G. D. (1957). 191

²¹⁹ Patel, G. D. (1954). 77

²²⁰ Mitter, B. L. (1947). BAR, 1945-46. 24-25

²²¹ Patel, G. D. (1954). 81

only in the *matadari* villages and in 4 *thakrati* villages (Aglod, Motivas and Sardarpur in the Vijapur Taluka and Dethli in the Chanasma Taluka).²²² The amount of *ankda* was calculated on the aggregate of the survey assessment of all lands excepting the service or *giras* lands. It was fixed on the basis of 25% to 75% of the aggregate of assessment of the village lands. In the *ek ankadia matadari* villages, it was revised at each succession or at the end of 30 years. In the *farta ankadia matadari*, it was liable to be revised at the end of ten years hence called as *dasota* rates. In *ek ankadia* and *farta ankadia thakrati* villages, it was revised at the time of Revision Settlement.²²³

(iv) Watan Tenure: The rules of Baroda *watan* were revised from time to time but finally the state published it in the year 1932. These earlier rules never recognized any proprietary interest of the *watandars* in the *watan* villages. The rules revised and published in 1932 came to be known as Baroda Watan Rules, 1932, the Baroda *watans* were service *watan* and the *watan* land and villages were treated as grants assigned for remuneration of the *watandars*.²²⁴ Under this rule, *watans* were inalienable and could not be alienated even during the lifetime of the *watandars*. If there was an instance of unauthorized alienation, the *watan* lands were made *khalsa* and were put to auction.²²⁵ The *desai* and *mazmudar* were akin to the *paragana watans* were governed by the Baroda Watan Rule of 1932.²²⁶ Apparently, Baroda *watan* resembled the *paragana watans* but with certain distinguished features. For instance, the Baroda *watans* were not permanent like the *paragana watans* and were liable to be gradually extinguished being subject to service and succession cuts.²²⁷ The Rules relating to succession were very strict in that even a sharer in the *watan* was not allowed to inherit another *watan* or any share in another *watan* without government permission. Further, females were not permitted to inherit another

²²² Ibid.

²²³ Patel, G. D. (1954). 82-83

²²⁴ Patel, G. D. (1957). 186

²²⁵ Rajyagor, S. B., & Tripathy, S. (1979). 534

²²⁶ Patel, G. D. (1954). 114

²²⁷ Patel, G. D. (1954). 118-119

watan but were entitled to maintenance allowance only. At every succession, *watans* were subject to *pedhi* (succession) *kapat* (cut).²²⁸

(v) **Mulgiras Tenure:** There was no consolidated enactment which governed the *mulgiras* tenure. However, the adoption and mutations were governed by the Amreli District Mulgirasias (Adoption and Mutation) Rules, 1927, the cash *haks* by the Baroda Cash Allowance Ruler 1932, and the Crown Grants Act.²²⁹ The *mulgirasia* in Amreli was the person holding village or portion as an original *giras* of the village after giving a portion to the Gaekwad (defender) and his heir or successor. This definition was mentioned in the Amreli District Mulgirasias (Adoption and Mutation) Rules, 1937 which generally had governed this tenure. Beside it, the Crown Grant Act and the Baroda Cash Allowance Ruler of 1932 regulated certain aspects of this tenure.²³⁰

(vi) **Talukdari Tenure:** According to the provision of Bombay Talukdari Tenure Abolition Act, 1940, all *talukdari* villages were made liable to payment of full assessment excepting *udhad jama* and *jama*-paying lands covered by the settlement guarantee.²³¹ The peasants who had cultivated the lands of *talukdars* were considered as tenants-at-will. The change made in their position after the application of Bombay Tenancy and Agricultural Land Act, 1948 when such tenants came to be considered as protected or periodical for 10 years.²³²

(vii) **Mehwasi Tenure:** At the time of Re-Revision Survey and Settlement, the *mehwasis* continued to collect rent from cultivators and paid revenue to government. They continued with the same terms and conditions which they accepted under Revision Survey and Settlement in 1904-1905.²³³

²²⁸ Patel, G. D. (1957). 186

²²⁹ Patel, G. D. (1957). 195

²³⁰ Patel, G. D. (1954). 130

²³¹ Rajyagor, S. B., & Tripathy, S. (1979). 530

²³² Rajyagor, S. B., & Tripathy, S. (1979). 529-530

²³³ Pandurang, V. (1939). 82

(viii) Matadari Tenure: It is important to note that the status of *matadari* estates were never defined even after the attempts made by Gaekwad or British. In 1921, the Gaekwad had requested British for the restoration of *matadari* estates on the ground that those villages were earlier part of the Baroda State. After long correspondence, these estates were given and attached to the Baroda State in 1943.²³⁴

(ix) Salami Tenures: The statistical data suggests that the Wagher had fared well under the land revenue policy adopted by the Baroda State in regard to them. The number of the Wagher *khatedars* had increased from 1170 in 1881-82 to 1491 in 1929-30, the land under cultivation by the Wagher from 41,672 *bighas* in 1875-76 to 44,094 in 1929-30 and the annual revenue dues from the Waghers rose from Rs. 5,148 in 1881-82 to Rs. 14,465 in 1929-30.²³⁵ The land revenue for the year 1930 was Rs. 41,773.²³⁶ In 1932, the *salami* lands occupied by Waghers and other allied classes was 31,458 *bighas* which in the year 1953 increased to 36,000 *bighas* held by 10,000 Waghers. The Waghers paid a *salami* of Rs. 675 for lands assessed at Rs. 12,800 per annum. At the time of the abolition of the *salami* tenure, the Waghers and other allied tribes had been reduced to the position of the landholders, fishermen and sailors. The Okhamandal *salami* tenure was abolished after Independence.²³⁷

(x) Inami Tenure: According to The Land Revenue Manual (1929), *inamdar* paid the *mamul hak* in inami villages where Revision Survey and Settlement had been introduced. Where settlement had not been introduced, government claimed no any dues (*haks*). It was also decided that these types of villages should be corrected from time to time and the *mahal* officers and *jamabandi* officers had to satisfy themselves to that effect at the time of *jamabandi*.²³⁸

²³⁴ Patel, G. D. (1954). 100

²³⁵ Desai, B. V. (1932). 30

²³⁶ Desai, B. V. (1932). 4

²³⁷ Patel, G. D. (1954). 142

²³⁸ BSA. (1929). *The Land Revenue Manual*. Vol. I. Baroda: Baroda State Press. 18

6. Financial Impact : Land revenue demand and collection had increased under the Revision Survey and Settlement which was the outcome of successful policy of the state. The increase in demand and collection of land revenue continued even under the Re-Revision survey and Settlement. The following table shows the statistics of increased revenue under Re-Revision Survey and Settlement:²³⁹

Settlement	Year	Demand (Rs.)	Collection (Rs.)
Revision Settlement and Settlement	1920-1921	1,16,05,722	1,08,82,554
Re-Revision Settlement and Settlement	1930-1931	115.08 lakhs	111.48 lakhs

Under the reign of Maharaja Pratasinh Gaekwad, the earlier systems were continued although there was permanent reduction in land revenue to the extent of over 20 percent.²⁴⁰ At the time of independence, the Baroda State consisted of districts, *talukas*, *peta-mahals* and villages, thus the same as existed earlier. There were 5 districts, 34 *talukas* and 11 *peta-mahals* in Baroda State. The revenue administration of Baroda State was based on the gradations of officers, with the Sar Suba at the head. He dealt with land revenue, *barkhali*, *giras*, boundary and railway demarcation, registration and stamps, guardians and wards, estates under government management, compensation, charitable institutions, income-tax, customs, excise and opium and local self-government etc. Under Sar Suba, there was Suba (Collector) as the head of each district of the Baroda State.²⁴¹ The Suba, the magistrate, was responsible for maintenance of law and order and for work of the police; and for the administration of land revenue, income tax and other revenue.²⁴² The *taluka* was under the charge of *vahivatdar*, the chief revenue officer in *taluka*. The *peta-mahal* was under the charge of *mahalkaris*. The village was under

²³⁹ Srinivas, K., Awasthi, A., & Vaidya, M. (2017). 71

²⁴⁰ Rajyagor, S. B., & Tripathy, S. (1979). 526

²⁴¹ BSA. (1949). BAR, 1947-48. 4-5

²⁴² BSA. (1949). BAR, 1947-48. 5

the charge of *patel* who was responsible for the collection of revenue and its remittance to the *taluka* treasury. He was also authorized to maintain the laws and orders into the village. He was also the president of the village panchayat. The *talati* was responsible for the maintenance and custody of accounts and land records. He used to record what crops were raised in each field and submit an estimate of the harvest.²⁴³ Thus the continuity was maintained under the reign of Maharaja Pratapsin Gaekwad.

Conclusion of Original, Revision and Re-Revision Survey and Settlement

The abolition of *izaradari* and *potedari* systems and introduction of government administration was one of the first measures to improve the administration of land. This led to establishment of direct relationship between state and its people by eliminating the various intermediary revenue functionaries. However, this did not mean that all intermediary classes were completely eliminated. There co-existed a network of these classes although they were under the terms and conditions of the state. All lands were under the sovereignty of state and therefore they (both government and alienated) were liable for revenue. These lands were assessed under the certain terms and conditions i.e., various tenures that had existed since ancient or medieval times. The roots of traditional tenures were as much as strong that a ruling authority of modern time could not immediately or completely remove them rather than just modifying them. This has been seen under Original, Revision and Re-Revision Survey and Settlement when these tenures were not abolished completely but settled only although took more or less the shape of survey tenure.

In order to carryout efficient administration, the boundaries and administrative divisions of the Baroda State were reorganized as has been mentioned earlier. Many officials were appointed

²⁴³ BSA. (1949). BAR, 1947-48. 5

with certain responsibilities and duties to be performed at the particular administrative divisions. The greater part of revenue was derived from agriculture therefore the state initiated various agriculture reforms to encourage peasants under Survey and Settlement. The peasants under Survey and Settlement enjoyed the security of tenure. According to The Land Revenue Manual (1929), the registered occupants were primarily responsible for the payment of revenue. If one person failed to pay revenue, the co-occupant or co-sharer was responsible for payment.²⁴⁴ The state policies resulted with many outcomes: decrease in alienated area;²⁴⁵ increase in government area;²⁴⁶ increase in cultivable area; increase in population;²⁴⁷ and increase in land revenue. Despite these changes, various elements of continuity remained strong that can be seen particularly in term of co-existence of various land tenures either traditional or survey tenures, power structure and relation, administrative setup, agrarian structure and relation, state and its people relation etc.

The next chapter will deal with changes in land administration during the between 1947 to 1960.

²⁴⁴ BSA. (1929). The Land Revenue Manual. Vol. I. 50

²⁴⁵ See Appendix No. 17

²⁴⁶ See Appendix No. 17

²⁴⁷ See Appendix No. 18