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DEEL XIV

## ***RAFFLES' IDEAS ON THE LAND RENT SYSTEM IN JAVA***

***AND THE  
MACKENZIE LAND TENURE COMMISSION***

BY

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'S-GRAVENHAGE - MARTINUS NIJHOFF - 1877



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## PREFACE

This study was suggested by Dr H. R. C. Wright's article "Muntinghe's Advice to Raffles on the Land Question in Java".<sup>1</sup> It does not pretend to be exhaustive. I have not examined the working of the land rent system during the British administration,<sup>2</sup> nor, indeed, have I carried the story further than the early months of 1814. I hope that at some future date it may be possible to analyse the system during the years 1814—1816. For that reason, I have not developed the theme, so ably stated by Professor D. H. Burger, of the penetration of a money economy into the native society during Raffles' Government,<sup>3</sup> nor have I examined Furnivall's related argument that the industrial position of England at the beginning of the 19th century necessitated an increase in the welfare and consuming power of the Javanese.<sup>4</sup> The English land tax,<sup>5</sup> the ideas of Adam Smith, Sir James Stuart, Sinclair and other Political Economists of the 18th century, and the pervasive humanitarian influence engendered by the writings of Montesquieu, Voltaire and Raynal, all properly fall within the scope of my subject. Yet I have treated none of these questions. I have merely examined the effect of local influences in Java upon the development of Raffles' thought

<sup>1</sup> *Bijd. T.L.V.*, (1952), Vol. 108, pp. 220—247.

<sup>2</sup> The various reports of the Dutch Residents to the Commissioners-General in 1816 and 1817 have been published, and these give a valuable first-hand account of how the land rent system was functioning at the time of the Dutch restoration. Deventer, S. van, *Bijdragen tot de kennis van het Landelijk Stelsel op Java*, (1865—6), I, pp. 259 et seq. (Hereafter cited *L.S.*); Deventer, M. L. van, *Het Nederlandsch Gezag over Java en Onderhoorigheden sedert 1811*, (1891), I. (Hereafter cited *N.G.*). See also, Kemp, P. H. van der, *Java's Landelijk Stelsel 1817—1819*, (1916), for a detailed examination of the working of the system during the years immediately following the British administration, and Norman, H. D. Levysohn, *De Britische Heerschappij over Java en Onderhoorigheden*, (1811—1816), (1857), pp. 182 et seq. for a good short account of the system during Raffles' period.

<sup>3</sup> Burger, D. H., *De Ontsluiting van Java's Binnenland voor het Wereld Verkeer*, (1939), pp. 55 et seq.

<sup>4</sup> Furnivall, J. S., *Netherlands India, A Study of Plural Economy*, (1944), 68.

<sup>5</sup> A recent study which deals with this subject, Ward, W. R., *The English Land Tax in the Eighteenth Century*, (1953).

— the discoveries made by the Mackenzie Commissioners regarding land tenures, and the theories propounded by certain Dutchmen for a reform in the colonial system during the first two years of British rule. These theories reflected, in general, the whole Van Hogendorp-Nederburgh controversy of the previous decade.

Dutch historians have referred incidentally to the Mackenzie Commission, and have hinted at its importance.<sup>6</sup> But these references have been vague, and sometimes astray. In the following pages, I have attempted to examine in some detail the results of the Commission's investigations into the land tenures of Java. In part, therefore, the study is a development of Van Vollenhoven's theme of the pioneering rôle played by Raffles, Muntinghe, Crawford and others in the discovery of the *Adatrecht* of Java.<sup>7</sup>

A word about money values, weights and measures. Three monetary terms have been employed in the text — Spanish dollars, Rix dollars (*Rijksdaalders*) and Java Rupees. The number of stivers in each, may be reckoned as 66, 48 and 30 respectively. In some cases, which I have indicated, Sp. drs. have been calculated at the recognized Dutch rate of 64 stivers. Generally speaking, a Sp. dr. may be regarded as the equivalent of 5 English shillings in Raffles' time, and a Java Rupee as half a crown. Sp. drs. can be converted to J. Rs. by calculating 1,000 Sp. drs. as the equivalent of 2,200 J. Rs. Weights and measures are more difficult to standardize, and the reader should refer to Appendix M in Raffles' *History of Java*.<sup>8</sup>

For the sake of convenience, English plural forms of Javanese words have been used throughout, for example, *Bekels*, instead of *Bekel's*, *sawahs*, instead of *sawah's*, and so on. In some cases, I have retained the old English form, such as *hamats* instead of *amet's*, to avoid confusion.

Many people have helped me in the writing of this book. I am particularly indebted to the officers of the India Office Library, London; the Algemeen Rijksarchief, The Hague; and the University

<sup>6</sup> Stapel, F. W., edit. *Geschiedenis van Nederlandsch Indië*, (1938—40), V, 116; Gelpke, J. H. F. Sollewijn, *Gegevens voor een nieuwe Landrente-Regeling* . . . , (1885), Introd. De Haan, F., *Priangan, De Preanger-Regentschappen onder het Nederlandsch Bestuur tot 1811*, (1910—12), II, Bijlage L, pp. 680 et seq. has published some material relating to the Commission.

<sup>7</sup> Vollenhoven, C. van, *De Ontdekking van het Adatrecht*, (1928), pp. 19—34. See also "Raffles' Landrente en het Adatrecht", *Het Adatrecht van Nederlandsch-Indië*, (1918—33), III, pp. 554—8.

<sup>8</sup> Vol. II, pp. cclviii—cclx. (Hereafter referred to as *H. of J.*)

Library, Leiden. I wish to thank the Board of the Koninklijk Instituut voor Taal-, Land- en Volkenkunde for making the publication of this study possible, and the Netherlands Ministry of Education, Arts and Sciences, and the Trustees of the Services Canteens Trust Fund, Australia, for scholarships which have enabled me to study at Leiden. I offer my sincerest thanks to Professor Dr A. A. Cense, Professor Dr F. D. K. Bosch, Professor Dr C. C. Berg, Professor Dr E. M. Uhlenbeck, Professor Dr V. E. Korn, Professor Dr Th. J. G. Locher, Dr H. J. de Graaf, Dr P. Voorhoeve and Mr F. J. J. Bezier. I should like to thank especially Professor Dr J. H. Boeke, Professor Dr W. Ph. Coolhaas, Professor V. T. Harlow and Miss Johanna Felhoen Kraal for much help and advice. Lastly, but by no means least, I thank my wife for her patience and understanding during the preparation and writing of this study.

J. B.

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## LIST OF ABBREVIATIONS

### (a) PUBLISHED WORKS :

*Bijd. T.L.V.* — *Bijdragen tot de Taal-, Land- en Volkenkunde van Nederlandsch-Indië*, ('s-Gravenhage).

*D.N.B.* — *Dictionary of National Biography*, (London, 1893).

*Eindresumé* — *Eindresumé Onderzoek naar de Rechten van den Inlander op den Grond op Java en Madoera*, (Batavia, 1876—96), 3 vols.

*H. of J.* — Raffles, T. S., *History of Java*, (London, 1817), 2 vols.

*Gillespie Charges* — An untitled volume of documents relating to the charges preferred by Gillespie and Blagrove against Raffles. The documents were printed at Batavia in 1815 for private circulation by Raffles.

Deventer, S. van, *L.S.* — *Bijdragen tot de kennis van het Landelijk Stelsel op Java*, (Zalt-Bommel, 1865—6), 3 vols.

Lady Raffles, *Memoir* — *Memoir of the Life and Public Services of Sir Thomas Stamford Raffles*, F. R. S. &c., (London, 1830).

Deventer, M. L. van, *N.G.* — *Het Nederlandsch Gezag over Java en Onderhoorigheden sedert 1811*, ('s-Gravenhage, 1891), Vol. 1. (Volume II was never published).

De Haan, F., "Personalia" — "Personalia der periode van het Engelsch bestuur over Java 1811—1816", *Bijd. T.L.V.*, (1935), Vol. 92, pp. 477—681.

De Haan, F., *Priangan*, "Personalia", is to be distinguished from the above.

Daendels, H. W., *Staat* — *Staat der Nederlandsche Oostindische Bezittingen, onder het Bestuur van ... Herman Willem Daendels, ... in de jaren 1808—1811*, ('s-Gravenhage, 1814), 1 vol. + 3 Bijlagen.

*Sub.* — *Substance of a Minute recorded by the Honourable Thomas Stamford Raffles ... on the 11th February 1814; on the Introduction of an Improved System of Internal Management and the Establishment of a Land Rental on the Island of Java ...*, (London, 1814).

### (b) MANUSCRIPTS :

*Add. Mss.* — Additional Manuscripts in the British Museum, London.

*Java* — *Java Factory Records* in the India Office Library, London.

*Mack. Coll., (Class)* — *Mackenzie Collection (Class)* in the India Office Library.

*Mack. Coll., (Misc.)* — *Mackenzie Collection (Miscellaneous)* in the India Office Library.

*Mack. Coll., (Pr.)* — *Mackenzie Collection (Private)* in the India Office Library.