

the land plot by plot with the old settlement numbers unless the zamindar objected to the entry of any of the land as *thani*. A tenant forfeited his claim to recognition as *thani* by accepting a reduction or enhancement of rent by the zamindar or by abandoning his holding, as many did in the great famine of 1866, being only re-admitted as *pahi*.

Apart from these restrictions *thani* lands had been freely bought and sold (subject generally to the payment of a large premium to the zamindar), so that *thani* lands were sometimes found in possession of non-resident raiyats. Such men have generally been recognised as settled *thani* raiyats of the village, but the practice varied in different circles and at different periods, and I have found cases, as in Balubisi, in which the *thani* right was not recognised by the zamindar and has been disallowed. There were no authoritative rules on this point, but in the large majority of cases the right of the purchaser to hold as a *thani* raiyat has been recognised.

The right to create new *thani* tenancies since the last settlement has no-where been admitted; in places the zamindar had given tenants leases of land as *thani*, or had practically recognised the *thani* right by allowing raiyats their homestead free of rent, but such holdings have been classed as *pahi* and the holders as ordinary settled raiyats, their *minha* land being assessed to rent or revenue.

It was decided at the visit of Mr. (now Sir) C. C. Stevens and Mr. Lyon to Orissa in March 1896 that some consideration should be shown to the *thani* raiyats and that their rents should be fixed somewhat lower than those of the ordinary occupancy raiyats. Accordingly the limit of enhancement was fixed at a rate which should be the mean of that formerly paid by the *thani* and that paid by the *pahi* raiyats. It was pointed out however that the result of the rule was to exempt from all enhancement the rents paid for the more valuable *thani* lands, which were generally the best lands in the village, and towards the close of 1896 the rule was modified,* and it was provided that where the *thani* rate, i. e., the average incidence, of existing *thani* rents, was more than 12½ per cent. below the village rate, all *thani* rents in the village might be enhanced by half the percentage of difference. This rule depended for its equity on the assumption that *thani* rents were fixed at the last settlement on the basis of a soil classification and that what were then the best lands are generally still the best.

These assumptions open up a very large question which I shall have to consider more fully when analysing the rents now settled; here I only propose to deal with the question whether in fact the rents fixed were based upon the productive power of the soil. I would first quote from a letter from Mr. Commissioner Ricketts to the Sadar Board of Revenue (No. 1435 of the 23rd September 1836:—

“ Paragraph 11.—Actual payments, by which I mean the rates actually paid, are of course considerably influenced by the nature and situation of the soil. I have not, therefore, in directing actual payments to be made the basis of settlements, prohibited the assessment of lands at rates suited to their nature and situation which Mr. Mills in his report on the settlement of Haveli Cuttack says I have done; but the nature and situation of the soil are only two of an infinity of causes operating to increase and decrease the amount of rent the land can pay, and if we give up ourselves exclusively to those two guides to assessment and do not go wrong, it is my belief, luck, not learning, will have helped us on.”

“ Paragraph 15.—In those Parganas of Cuttack which have from the immemorial paid a considerable revenue, that is, those Parganas which from natural advantages were first cultivated, in every village are to be found *thani* raiyats paying different rates for lands in every respect the same. This all allow, and within the last eight or nine years, during which from repeated calamities season and other more remote causes the resources of the agricultural classes have considerably deteriorated, this inequality of assessment has become very general.”

“The *kudimi* raiyats, those who from industry or from having possessed the means of combating with their reverse of fortune have maintained their ground generally, are found to pay the highest, while the latest settlers pay the lowest rates.”

With reference to this report the Board in a letter to the Government of Bengal † gave a summary of the opinions expressed by the Commissioner and Collectors of Orissa in the following terms:—

* Rule 8, Appendix C, Part I.

† Board to Government No. 15 of 30th October 1836, paragraphs 91 to 96.

"*Paragraph 91.*—Mr. Wilkinson observes that his principle in settlement making has been to assess lands according to their capabilities, and if he found a raiyat holding land in other respects of a similar description at a lower rate than his neighbour with reference to all circumstances, he either raised the one or reduced the other; that, in short, he did not consider that actual payments should be invariably assumed as the basis of settlements; that the equalization of the public demand (*vide* preamble to Regulation VII., 1822), the chief desideratum in settlements, would be defeated if merely actual payments were invariably made the basis of settlements."

"*Paragraph 92.*—Mr. Mills may be considered to hold the same doctrine with this difference, that he would take the rates actually paid by the tenantry and, where he found unequal rates to prevail, he would distribute the aggregate amount with the assistance of the people on the whole of the lands, with reference to their relative class. In short, he would remedy irregularities in rates as an essential part of the settlement. And he argues that this is the more necessary, since such irregularities—that is, unusually high rates—are mostly occasioned by the circumstance of the *thani* raiyats cultivating *lakhiraj* lands at low rates. Hence, as two-thirds of the rent-free tenures would fall below the Resumption Law, the cultivators of the *khalisa* lands would never be able to continue paying the same rates, if in the revision of settlement the rates on such *khalisa* lands were not made suitable to their productiveness."

"*Paragraph 93.*—Mr. Repton is of opinion that the basis of settlement should be the average rent actually realised by zamindars during previous years. He observes that all the *thani* raiyats are much over-assessed, and, as remarked by Mr. Mills, are only able to pay their rent by cultivating *lakhiraj* lands at an extremely low *jama*, that, if it is considered necessary to give *pattas* to the *thani* raiyats at fixed rates for a fixed period, it will then be necessary to enter more into detail to assess the lands as equitably as possible and to equalize the varieties of rate for the same land".

"*Paragraph 94.*—Mr. Ewart would listen to objections either from the zamindar or raiyat, would be guided by the existing state of things as proved by investigation, and, where he found adjoining lands in a village generally paying the same rates, yet some paying higher and some paying lower, he would make them correspond, or, where he did not find adjoining lands paying similar rates, he would adopt actual payment as his basis."

"*Paragraph 95.*—Mr. Ricketts would be guided by actual payments. He would make actual payments the ground work of assessment; to be altered only where the rate paid by any individual raiyats might appear to be lower than is paid by others from favour or other unsuitable cause, satisfactorily demonstrable".

"*Paragraph 96.*—With reference to any case in which it may be shown that the *kudimi* raiyats can no longer pay the assessment imposed on them, he would admit of a reduction, but he would not throw the amount of that reduction upon other raiyats less able to pay the load although cultivating lands of similar description, but assessed at a lower than the average rate".

Having thus summed up the views held by the local officials, the Board, recorded their own opinion:—

"Thus it is necessary for the Settling Officer to collect the following heads of information:—

"1st.—The very best information he can obtain by every available means, such a *patwari's* village accounts, &c. to ascertain what is the rent actually received by every proprietor from every tenant in his village.

"2nd.—A classification of the several descriptions of soils and their respective rates of rent with reference to their produce and situation in an average of years.

"3rd.—Enquiries into and comparison of the rates of land of the same quality in adjacent places and villages to a greater or less extent as his judgement or opportunities lead him to make.

"*Paragraph 107.*—Having obtained all these data, he then proceeds to determine to the best of his power what is the rent actually paid upon a consideration of the whole evidence before him; and when he finds cases in which, in reference to these data, the rate said to have been actually paid is irregular, high or low, he makes particular inquiries into the causes of it and either upholds the alleged rate of rent or increases or reduces it, as in his judgement appears right and equitable."

Such were the principles on which the settlement was based, and though the actual application varied according as a particular officer attached more or less weight to rates or to existing payments, yet, as far as my experience goes, neither was neglected.

The class of crop grown was entered by the *kanungos* at the time of measurement. The Deputy Collector checked these entries and ascertained by

local enquiry the rates paid for the several classes. These rates were compared with those in the zamindar's rent-roll and raised or reduced as might be necessary. The rates for the remainder of the village were then calculated so as to work up to what the Deputy Collector considered to be the true or proper total of the collections.

I think that it may safely be said that the rents so settled for the *thani* raiyats were within any one estate proportional to the value of the land, though there was often great disparity between the rates in neighbouring estates. The first assumption on which the rule for the enhancement of *thani* rents in the present settlement was based is therefore justifiable. As regards the assumption that rents which 50 years ago were adjusted to the value of the crop grown still continued to have any relation to it, the question depends so much on the physical characteristics of the village that it would be difficult to generalise. As a rule good low *sarad* lands continued to be valuable, and high or sandy lands to be poor but in areas much subject to flood or where canal irrigation had been introduced, the relative value of lands was liable to considerable change and Assistant Settlement Officers were warned to be careful, and given the option of reverting to the former method of enhancement if they found it more applicable.

462. It often happened that a *thani* raiyat held also *pahi* lands; indeed, so long ago as 1831 Mr. Ricketts writing from Balasore noticed the existence of a class of *Thani-pahi* mixed tenancies,* "Thani-pahi tenants" holding both *thani* and *pahi* lands. After the Settlement of 1837 this became much more common. *Thani* raiyats took up *pahi* land at comparatively low rates—this was one of their privileges—and very often paid the rent of both *thani* and *pahi* lands together. As a rule a tenant knew his *thani* land and rent, and it was separately shown in the zamindar's papers, but this was not always the case, and in many Parganas, especially in Balasore, the *thani-pahi* lands had become indistinguishable. The rules for *thani-pahi* raiyats were framed especially with a view to dealing with the latter class, the principle being that it should be ascertained how much of the land and rent was, properly speaking, *thani* and that so much of the rent should be liable to enhancement in the same manner as pure *thani* lands, the rest being treated as *pahi*; but for the purpose of the assessment of excess area the whole of the lands, *thani* and *pahi* should be treated as a single holding.

The difficulty in working the rule was the very variable circumstances of the holdings to which it had to be applied; they might be *thani* and *pahi* lands really distinct but entered in one *khatian*; or they might be so far merged in one another that a single rent was paid though the lands were separate and recognised as such by landlord and tenant; or again the *thani* right might exist but, on paper, lands and rent alike have merged into a single holding. Where records were re-attested the *thani* and *pahi* lands were, where really separate, entered in separate *khatians*, leaving only those which were indistinguishable as 'mixed' holdings. These latter might, I think, have been treated as *pahi*, for that is what they were to all intents so long as the tenant could not say that any definite field was his *thani*. Indeed in some estates the zamindars succeeded in getting all tenants of this class entered as *Pahi* on the ground that the *thani* rights had long lapsed.

The treatment of *thani* raiyats' rents in this settlement is shown in the following table :—

DISTRICT	AT LAST SETTLEMENT.		AT PRESENT SETTLEMENT.							
	<i>Thani.</i>		<i>Thani.</i>				<i>Thani-pahi.</i>			
	Area.	Rent.	Area.	Existing rent.	Settled rent.	Enhancement. Percent.	Area.	Existing rent.	Settled rent.	Enhancement per cent.
	Acres.	Rs.	Acres.	Rs.	Rs.		Acres.	Rs.	Rs.	
Cuttack.	133,700	3,78,700	41,700	1,14,000	1,20,900	6	84,200	2,13,800	2,25,300	5.4
Puri.	96,900	2,01,600	35,200	64,600	68,800	6.8	68,000	1,18,000	1,24,800	4
Balasore.	107,100	1,85,000	11,700	19,800	21,700	9.6	111,800	1,79,100	1,91,000	6.5
Total...	337,700	7,65,30	88,600	1,98,400	2,11,40	6.5	259,000	5,10,900	5,39,700	5.7

* See paragraph 323.

463. By section 48 of the Bengal Tenancy Act it is provided that the landlord of a raiyat holding at a money rent shall not be entitled to recover rent exceeding the rent which he himself pays by more than the following percentage of the same, viz. :—

Under raiyats.

- (1) When the rent payable by the under-raiyat is payable under a registered lease or agreement, 50 per cent.
- (2) In any other case, 25 per cent.

It is also laid down in the Tenancy Act * that in every case in which a settlement of fair rents is being or about to be made, the Revenue Officer shall settle fair and equitable rents for tenant of every class. The law officers of Government being consulted held :—

- (i) That a Revenue Officer acting under Section 104 (2), read with Section 101 (2) (d) of the Act, is bound to settle the rents of under-raiyats where a settlement of rents is being made. †
- (ii) That in enhancing or reducing the rents of under-raiyats the Revenue Officer should be guided by the principles laid down in the Act for the enhancement or reduction of rents of occupancy and non-occupancy raiyats according as the under-raiyats have or have not occupancy right; such enhancement to be subject to the provisions of Section 48 of the Act.
- (iii) That the existing rents of under-raiyats must be considered to be fair and equitable until the contrary is proved, and that the contrary would not be proved by showing that existing rent is in excess of the amount recoverable under section 48 of the Bengal Tenancy Act. ‡

These decisions are embodied in Rule 26 of the Fair Rent Rules printed in Appendix C, and the universal practice has been to alter no under-raiyat's rent, except on the application of landlord or tenant.

464. A full account of the working of the Resumption Laws will be found in Chapter XXIII., and a very brief account of the origin of the *bazyafiti* tenures will here suffice. §

At the last Settlement all claims to hold land free of revenue were investigated and in the event of resumption grants over 75 acres were made into separate estates, those of less extent being included in the revenue-paying estates || and assessed at half or at full rates according as the grantee could or could not prove uninterrupted possession since the conquest, ¶ the zamindars and *muqaddams*, if any being allowed collection expenses only at 15 per cent. on the nett *jama* of tenures assessed at half-rates.

In one respect the rules were not always observed, viz., it was often the case that where the settlement of the *khalisa* lands of a *maurasi* village, or village held by a proprietary tenure-holder, preceded the resumption proceedings, as in *taluk* Raghunathpur and many large estates, the *bazyafidars* were not made to pay through the *muqaddam*. In some of these cases the rents were however actually collected by the *muqaddams*, though they received no allowances for so doing.

The rules were interpreted with great leniency, no attempt being made to assess the lands at anything like the real rates paid for similar lands in the vicinity, so that instead of paying full-rates and half-rates the resumed lands were assessed at from a half to an eighth of their letting value; the average incidence of rent of those nominally settled at full-rates being fourteen annas and of these settled at half-rates seven annas per acre. The resumed lands assessed at full-rates known as *kamil bazyafiti* (perfect resumed) or *pura jama bazyafiti* (fully assessed resumed) comprised all resumed *jagirs* and the tenures of which the holders could not prove continuous possession since the conquest.

* Section 104 and Section 104 A of the Amended Act.

† Opinion of 27th November, 1896.

‡ Opinion of 28th May, 1893.

§ See paragraph 313.

|| Board to Commissioner, No 542 dated 11th September, 1888.

¶ Rule XIII. of rules of 1841.

The rest were known as *nisfi* (half) or *adhajama* (half assessed) *bazyafiti*.

In¹ according their sanction to the rules of resumption the supreme Government had expressed a hope that these petty resumed tenures would, before the expiry of the settlement, have become merged in the general raiyati lands of the Province,

To some extent this has been the case with the *pura jama bazyafiti*, especially with the resumed *jagirs*, which were generally in the possession of men of low caste; but the lands assessed at half-rates belonged for the most part to Brahmins or to influential raiyats of the cultivating classes and have generally been preserved intact, as the following figures will show :—

			AREA RECORDED IN ACRES.	
			Last Settlement.	Present Settlement.
<i>Pura jama</i>	....	....	80,600	55,200
<i>Adha „</i>	....	....	221,300	232,400

The *bazyaftidars* received *pattas* at the last settlement, and for this reason especially have been able to preserve their status.

The question of enhancing the *bazyafiti* rents was first raised in 1875 during the re-settlement of the Cuttack Town, when it was decided that the lands should be classified at the next lower rate in the scale of assessment to that under which they would naturally fall.

In a letter No. 20 T. R. of the 24th April 1895 from the Government of Bengal to the Board of Revenue it was decided to treat the *bazyaftidars* as tenants and not as dependant *tahqudars*, and the following principles were laid down for the assessment of their lands :—

- (1) That the rents settled for the *bazyaftidars'* lands should be included in the general assets or the revenue-paying estates to which they have been attached.
- (2) That the rents of the *bazyaftidars* should be enhanced on the same principles as may be applied in the case of raiyats and tenure-holders according as the *bazyaftidars* in each case may be recorded as a raiyat or tenure-holder, the enhancement being subject to a maximum of 200 per cent. or 156 per cent. over rents now paid by them when the rent is substantial.
- (3) That the privilege of transfer and of fixity of the rents for the term of settlement which the *bazyaftidars* enjoy at present should be maintained to them by an entry in the settlement records.
- (4) That *kamil bazyafiti* raiyats having no right whatever to hold at privileged rates should be treated as *thani* raiyats Government order No. 2604 L. R. of 10th May 1894).

The last order appears to have been passed under a misapprehension of the terms on which the *kamildars* actually held; it being assumed that having been nominally assessed at full-rates their rents would be on a par with those of the *thani* raiyats, whereas in fact the average incidence was very much lower.

Following these principles it was in the first Assessment Rules of 1896 provided that the half-rents of *nisfi bazyafiti* should be in the first place doubled and the full-rent so obtained should be ordinarily enhanced by 50 per cent. or if still very low by 100 per cent. *Kamil bazyafiti* rents were ordinarily to be enhanced by 50 per cent. and if still very low by 100 per cent.

The enhanced rents of both *nisfi* and *kamil bazyafiti* were subjected to a limit of two-thirds the product of the village rates and the cultivated area. No rent was to be assessed on the uncultivated lands and it was to be recorded that such lands would be liable to assessment if brought under cultivation on expiry of the settlement.

These rules on the whole worked well, and though at first it was found very difficult to get acceptances, yet after the *bazyaftidars* had been convinced that their rents were liable to enhancement and after a few objection had been disposed of by recording evidence and enhancing rents for rise in prices or on other grounds all general opposition ceased.

In a few instances the enhancement of rents of lands belonging to a village idol or to a Brahman of unusual sanctity was resented, but Assistant Settlement Officers were encouraged to listen to such objections and allow most liberal terms.

The chief addition to the rules has been the permission to raise rents beyond the prescribed limits where the extension of cultivation since the last settlement was more than 50 per cent. The rule was rendered necessary by the very small areas assessed in some parganas at the last settlement, so that *bazyaftidars* were not found to be holding large cultivated areas and only paying rent for a fraction of them. Several petitions have been received from the *bazyaftidar* of the three districts protesting against the enhancement of their rents and have been reported on by the Settlement Officer. So far as their objections apply to the general principle of assessment the only relief which has ever been recommended by the Board of Revenue or Government was that of a progressive enhancement suggested in Mr. Toynbee's Note of 17th November 1896. This proposal was dropped in consideration of the petty nature and great number of the *bazyafti* holdings which rendered its practical application almost impossible.

Another class of objections to the enhancements in particular areas is more difficult to deal with as it is not easy when the assessment of a village is once finished to discover the reason that may have led to any unusual enhancement. It would be strange if in no case had any of the large staff of officers employed in settling rents been led by excess of zeal, for the interests of Government, to enhance some rents beyond the limits of prudence and equity, but as a general rule I can say with confidence that the rents are far below the competition rates for the class of land, and rarely indeed amount to more than one-half of what an occupancy raiyat would pay. The enhancement of *bazyafti* rents resulting from the application of the rules work out as follows :—

	<i>Nisfi Bazyafti.</i>						<i>Kamil Bazyafti.</i>					
	No. of holdings	Area	Existing rent.	Settled rent.	Incidence per acre.	Enhancement per cent.	No. of holding	Area	Existing rent	Settled rent.	Incidence per acre.	Increase per cent.
	2	3	4	5	6	7	8	9	10	11	12	13
		Acre.	Rs.	Rs.	Rs. A.			Acre.	Rs.	Rs.	Rs. A.	
Cuttack ...	98,800	94,800	35,700	1,03,200	1 1	189	23,600	22,500	19,400	30,000	1 5	55
Puri	36,400	59,400	33,100	67,300	1 2	103	5,400	6,500	6,100	8,200	1 4	34
Balasore ...	48,300	78,200	22,900	68,000	0 14	197	16,700	25,200	14,800	23,300	0 15	57

465. A very full account of the origin of the *kharida* tenure is given in paragraphs 53 to 57 of Mr. Stirling's Minute printed as an appendix on pages XXXIV to XXXVI of Mr. Toynbee's History of Orissa.

Kharida tenures.

The name signifies simply 'bought,' and the tenure owes its existence to the practice by which *talukdars* and *mugaddams* were allowed to sell free of rent or at a quit rent patches of waste land *banjar kharij jama*, subject to the approval of the *sadar kanungo* or the controller in the Revenue Department.

These tenures were of three classes :—

- (1) *Ma'afi Kharida*, tenures excused payment of revenue.
- (2) *Tanki Kharida*, tenures subject to the payment of a *tanki* or quit rent.
- (3) *Sarbarahi Kharida*, subject to assessment of revenue.

The whole of the rights possessed by the alienator passed to the purchaser. Mr. Stirling indeed thinks that the right acquired was that of actual property in the soil, which was certainly not vested in the *talukdar* prior to the British conquest of Orissa.

At the last settlement the rights of *kharidadars* and the treatment to be accorded to them were discussed in 1837, in connection with the settlement of *taluk* Malipur in the Cuttack District, in the correspondence ending with Government letter No. 983 of the 27th June 1837. The conclusions arrived at in this correspondence may be summed up as follows :—

(1) Resident purchasers from zamindars acquired the same right of property as the zamindar and were to be called *kharidadars* of the first class.

(2) Resident purchaser from *muqaddams* or other dependent *tahukdars* acquired the same right of property as was possessed by the vendor, and were to be called *kharidadars* of the second class.

(3) Rents of *kharidadars* of the first class were to be fixed at full raiyati rates subject to a deduction of 30 per cent.

(4) Rents of *kharidadars* of the second class were to be fixed at full raiyati rates subject to a deduction of 20 per cent. They were to pay through the *muqaddams* to whom another 10 per cent. was to be given for expenses of collection.

(5) The zamindar was allowed for expenses of collection the difference between 30 per cent. and the full amount of the allowances on the raiyati assets of the estate.

Sometimes in case of *kharidadars* of the second class 15 per cent. was equally divided between *muqaddam* and *zamindar*.

(6) Recusant *kharidadars* of the first class were allowed 5 per cent. *malikana* and the zamindar was placed in possession of the land and received the full amount allowed on raiyati assets less 5 per cent.

(7) Recusant *kharidadars* of the second class forfeited all right to re-entry and got no *malikana*.

(8) These rules applied to such *kharidadars* as were not permitted to enter into separate engagement for the direct payment of revenue to Government, whether *pursethi kharidadars*, i. e., purchasers of whole villages or integral portions of villages, or *kharida jamabandidars*, i. e., purchasers of specific plots of land.

Besides these two classes there were *mazkuri kharidagi* estates admitted under the Moghul or Marhatta Government to separate engagement for revenue especially the *kharidagi baze asamian* estates generally composed of scattered plots of land extending over a large number of villages and held by a large number of *kharidadars* all jointly responsible for the payment of the revenue, though only the most influential were recorded as *malguzars*.

These were admitted to engage as proprietors, but when the estate had been sold for arrears of revenue they were treated as being of the second class only.

(9) *Ma'afi kharida* tenures were treated in the same way as other revenue free grants, but on resumption the holders were given allowances as *kharidadars* of the first or second class accordingly as they had purchased their tenures from zamindars or *muqaddams*.

In the present settlement *kharida jamabandi* tenures have been treated as tenures under the Tenancy Act and have been assessed under section 7 of that Act, a deduction being made from the gross assets of the tenure calculated at the percentage allowed to the *kharidadar* at the last settlement and the maximum limit of enhancement fixed at 200 per cent. or $\frac{2}{3}$ of the product of the village rate and the cultivated area, whichever is less.

By an entry in the record of rights the privilege of holding at a fixed rent for the term of settlement has been allowed.

Pursethi kharidadars have been treated as village sub-proprietors and the amount to be paid by them fixed under the general rules for the assessment of revenue on proprietary tenures.

466. By the custom of the country, as indeed I believe of all Northern India, the *thani* or resident raiyats held their homesteads without payment of rent, this being one of the privileges which compensated them for the higher rates of rent that they had to pay.

These lands were at the last settlement exempted from assessment and recorded in the settlement papers and in the *pattas* given to the raiyats as *minha*, or 'deducted' from the assessed lands.

In a Government order No. 1183 L. R. of 2nd March 1895 it was decided with regard to *thani* raiyats and *bazyaftidars* :—

(1) That those who got their *gharbari* (house site and surrounding plots) *minha* (rent-free) at the last settlement should continue to hold them *minha*, and that those who did not should continue to pay rent for them.

(2) That the area of *minha* allowed to each raiyat at the last settlement should be deducted from the area belonging to him now to be assessed to rent.

(3) That in making this deduction a margin of about 10 per cent. should be allowed for differences of measurement. If, however, in any case the portion of a plot left after making the 10 per cent. allowance should not exceed one-tenth of an acre, or $2\frac{1}{2}$ *gunts*, the Revenue Officer dealing with the case might leave it *minha*, but if the area exceeded $2\frac{1}{2}$ *gunts*, it must not be left unassessed.

Minha lands had been by custom freely bought and sold, and sometimes the *minha* was now found in possession of a person possessing no other land in the village, and in other cases the land now classed as *minha* was not homestead at all but arable land. In dealing with such cases the orders of Government have been interpreted in their most liberal spirit, and no attempt has been made to confine the *minha* to particular plots or particular tenants, but wherever *thani-minha* was found in the last settlement papers and a title to that *minha* by purchase or inheritance was established by any claimant and the land identified, it was allowed *minha* without attempting to discover whether it was the same plot that was held *minha* at the last settlement.

467. The Government orders quoted applied to *bazyafti* as well as to *thani minha*, but it is rare to find a *bazyaftidar* holding his homestead free of assessment.

Bazyafti-minha, *Bazyafti minha* is more commonly waste land recorded in the last settlement as *minha nalayek kantabari jangal* (i. e., un-culturable thorny jungle) or in other similar terms, and is correctly described not as *minha* but as *mauqif jama* i. e., suspended from assessment. By the Assessment Rules of this settlement so much of the land as has now been brought under cultivation has been assessed to rent; in the case of lands still lying waste the assessment has, as before, been suspended and a note made in the village judgements that it will be liable to assessment if brought under the plough at the next settlement. *

468. Not only raiyats but the proprietors and village sub-proprietors, used to hold their houses free of rent and revenue. In their case the *khanabari* (house and homestead) was at the last settlement either confirmed as *minha* or resumed. Generally a large area was claimed and part was resumed and assessed as *khanabari bazyafti*.

These lands were often retained by the proprietors even when their estates were sold for arrears of revenue and formed generally the most valuable part of the proprietor's private lands.

It was at first proposed to assess all such lands, but by Government order No. 4009 L. R. of the 21st August 1895, the privilege already granted to *thani* raiyats and *bazyaftidars* was extended to resident proprietors and tenure-holders. *Khanabari* lands have generally in the present settlement been classed as *nijot* and assessed at full rates; where the proprietors proved any land to be *minha* it was exempted from assessment, but the areas so exempted were very small.

469. Besides lands recorded in the papers of the last settlement three kinds of rent-free grants by zamindars were commonly found in Orissa :—

(1) *Zamindar-dia-minha*.— These were plots of land, mostly homestead, allowed by zamindars to a raiyat without payment of rent, and generally forming part of an occupancy holding.

(2) *Zamindar-dia-niskar*, or *kam jama*. —These were grants rent free or at a nominal rent made to Brahmins or old servants and by the custom of the country generally tenable more or less at the pleasure of the donor.

(3) *Zamindar-dia-jagir*.— Grants of land to retainers, servants, and others in payment of service. The zamindars commonly give small plots of land free of rent to low caste labourers and in exchange requisition the holder's labour for the cultivation of *nij-chas*.

Mr. Nathan in his report on Kotdes, paragraph 23, proposed that such lands should be assessed at full rate and the rents added to the gross assets of the estate or tenure in which they were comprised. This proposal was approved by Government in their letter No. 2604, dated the 10th May 1894. At the visit of the senior Member of the Board and the Director to Cuttack in March 1896, it was decided that no attempt should be made to assess to rent these grants, unless the zamindar or grantee applied, but that they should be valued and the amount of the valuation included in the gross assets of the estate.

The interests of the zamindar were protected by an entry in the *khatian* recording the circumstances in which he was entitled to resume and the amount of rent that might fairly be assessed.

At this time section 192 of the Bengal Tenancy Act was not in force, but in order to facilitate the resumption of these invalid grants on the application of the proprietors it was extended to Orissa by a notification of the 17th October 1896. No alteration was however made in the prescribed procedure until the end of 1897 when Mr. Macpherson, in a letter No. 2624 S. of the 11th November 1897 to the Board of Revenue, pointed out that although section 192 only provided for assessment of grants when either the grantor or grantee applied, yet under section 104 (2) of the Act we were required to settle rents for all tenants in Orissa, and expressed his opinion that the latter section over-rode section 192 and that it was necessary to fix a fair rent for all these invalid grants.

This view being accepted by the Board and Government the assessment rules were altered and Assistant Settlement Officers directed to settle rents for all *zamindar-dia* grants with effect from the 1st January 1898, the holders of resumed *jagirs* being treated as non-occupancy raiyats and the others generally as occupancy raiyats (see Rule 14 of Appendix C). In the case of *minha* there can be no doubt that the fixing of a rent was the most convenient course, as it could be done by a small addition to the existing rent of the holding; but on the other hand I am of opinion that the rents were often high enough already and the *pahi* raiyats, like the *thani* at the last settlement, paid for their *minha* by a higher rate of rent on the rest of their land. In some cases of that nature the difficulty was got over by not recognising the *minha* as such, but treating it as an integral part of the rent-paying holding. In the case of gifts to Brahmans there is also no doubt that the fixing of a fair rent put the zamindar in a much stronger position than the mere assessment to revenue, as in the latter case the grant was only voidable on the sale of the estate for arrear of revenue (section 52 of Act XI. of 1859) if created since the settlement.

The case of *jagirs* stands on a wholly different footing. These grants were to chiefly two classes of persons, either to barbers and potters, etc., in payment for their services to the proprietor and his tenants, or to low caste men who in return carried the zamindar's *palki* and tilled his private lands. They were pure service grants tenable, by the custom of the country, only during the pleasure of the grantor, and excluded from the operation of the Tenancy Act. In many cases indeed part of the holding was rent paying and a portion only was held rent free in return for service, and it was simple to assess an extra rent for the balance previously rent-free. But such tenures were commonest among under-raiyats and tenants of *lakhirajdars* whose rents were not altered. To give the holders of purely service tenures occupancy or non-occupancy rights was certainly hard on the zamindars, who in some cases have complained that in consequence they have been deprived of the necessary services of the *jagirdars* who, once secure in the possession of their lands, refused to work.

In other instances neither *jagirdar* nor zamindar would accept any rent whatever, neither did they admit the relation of landlord and tenant. The difficulty was got over by treating the lands as the proprietor's *nijchas* and valuing them accordingly; and this, in my opinion, would have generally been the better course.

Certain cases however were found in which the so-called *jagirs* were merely suspensions of rent or a portion of the rent in a settled raiyat's holding in return for services. Not a few instances also occurred in which the zamindar caused a record of *jagir* to be made in the hope of destroying the status of his raiyats. With these exceptions the *jagirdars* had really no rights and it was quite unnecessary to record their possession, but they might have been entered in the

khatians as cultivating the proprietor's private lands in payment for services rendered. It is not possible to state accurately the number of invalid grants assessed to rent and revenue as they have in many cases been included in the *raiya*ti holdings, but the following figures are approximately correct; they do not include the permanently settled estate of Madhupur, the circumstances of which are wholly different:

DISTRICT.	ASSESSED TO RENT			VALUED FOR REVENUE.		
	Number.	Area. Acres.	Rent. Rs.	Number.	Area. Acres.	Rent. Rs.
Cuttack	5,200	3,300	7,200	16,000	13,100	27,500
Puri	160	800	700	4,000	1,700	3,400
Balasore	3,100	4,100	4,900	9,700	8,900	15,300

470.* The village watchman, or *chaukidar* as he is now commonly called, is one of the most ancient institutions of the country, so old that we have lost sight of his

Chaukidars. origin. In the Hindu times we find that the *danduasi* or 'staff-bearer' guarded the agricultural village as the *chatia* † did those of the bazar, and under the Mahomedan *regime* they only changed their name to *chaukia* or *chaukidar*. These men were essentially village servants, but the duties of watch and ward were also performed by *paiks* or footmen who appear, to have been servants or retainers of the *taluqdar* engaged equally in Police work and in rent collection. Yet another class are found of *khandaits* and of *paiks* of the *Khandait* caste holding larger *jagirs* and appearing to resemble somewhat the *Ghatwals* of Bankura and Birbhum. These men were independent of the zamindar and performed their duties in subordination to the *amil* or principal executive officer of the division.

Such was the police force at the time of the British conquest, and Regulation XIII of 1805 recognised the existing distinction, providing in Section 5 for the maintenance of *sardar paiks* and their subordinates under the control of the *darogas* of *thanas*, and leaving the village watchmen or *dusadhs* in the position of servants of the zamindar. Regulation XX of 1817 brought these village watchmen under the control of the *darogas*, though still leaving their appointment with the zamindar, and from that time forward they have been regarded as servants of Government though not without duty of service to the zamindar.

At the last settlement it was ordered that for every *chaukidar* about three acres of land should be allowed rent-free, the excess, if any, being resumed and assessed at full rate, and the prescribed amount made up where necessary by some addition from the culturable fallow or *mahal pahi* land. The confirmed *jagir* was treated as *minha*, the area being entered along with that of other unassessed land of the estate.

In 1841 Mr. Commissioner Mills made proposals for the resumption of all the *jagirs* and the payment of *chaukidars* by fixed salaries, and orders were issued in accordance with which the *jagirs* of *chaukidars* and *paiks* were resumed and included in the assessed lands. Pending however the confirmation of the proposed scheme the amount assessed was in most cases again deducted from the assets before the revenue was calculated. Later again, in 1843, the usual practice was merely to make a valuation of the *jagir* and leave a note that it was liable to resumption on the completion of the arrangements for money payments. In all cases the allowances on the resumed *jagir* were calculated at the same rates as those on the *raiya*ti rental of village. Mr. D. J. Macneill in his general Report on the Village Watch in Bengal expressed his opinion that the resumption of the *chakran* lands left incomplete in 1845 should be made at the next settlement, and police officers have for the last fifty years been unanimous in condemning the system of remuneration of village police by *jagirs*.

In the Government Resolution of 28th November 1891 on the report of the Police Commission the following orders were passed:—

"The *chaukidari* system in Orissa is shown by the Committee to be in urgent need of reform and three different courses of action are suggested, but not exhaustively examined. The Commissioner of the Division, in consultation with the District Officers is now considering a suggestion to bring all the Orissa *chaukidars* under the Act. If this measure be adopted, the Lieutenant Governor thinks it had better be carried out under the supervision

* For a further account see Paragraph 333.

† See above paragraph 333 for an explanation of this term.

of the Settlement Officer when the *jagirs* held by the *chaukidars* have been surveyed and determined. All these lands should be commuted and the necessary number of *chaukidars* should be decided on and their pay fixed *pari-passu* with the progress of settlement."

Accordingly the Settlement Officer and his assistants were called upon for reports, which were submitted to the Commissioner with Mr. Maude's letter No. 1788 of 29th July 1893.

Government, however, in their letter No. 1561J., again referred the question for further consideration by the Commissioner, and when the settlement of rents began no final orders had been passed, but fair rents were settled for the *chaukidari chakran* lands conditionally on the introduction of a system of cash payments. In a letter No. 309 J., dated 30th April 1896, Mr. R. C. Dutt, the Commissioner, after reviewing the several alternatives before the Government, made the following proposals:—

"(i) *Khandayets* and *paiks* should be relieved of all police duties, and their *jagir* lands should, by an amicable arrangement with them, be assessed to rent, payable to the estates in which they are situate. The service lands of *chaukidars* should likewise be thus assessed to rent. The work of assessment is being done provisionally by Mr. Maddox in the temporarily-settled estates; a special officer should be deputed to do this work in the permanently settled estates, under the instructions of Mr. Maddox.

"(ii) *Jagir* lands thus assessed should be settled with zamindars in the permanently-settled estates by the special officer deputed for the purpose, and 55 per cent. of the rental should be fixed as Government revenue. In the temporarily-settled estates the *jagir* lands now being assessed will be settled with zamindars along with all lands in their estates, and 55 per cent. of the gross assets should be fixed as the Government revenue.

"(iii) In large Government estates like Khurda and Banki the Khurda system should be maintained or the Act introduced; the raiyats should pay a *chaukidari* rate, and a proportionate deduction should be made from their homestead rents.

"(iv) Excluding *chaukidars* in large Government estates, the total number of *chaukidars* in the Division should be reduced to 6,500. They should be paid at a uniform rate of Rs 3 a month. This expenditure should be considered a charge on land revenue after the *jagir* lands have been assessed and settled, and the temporarily-settled estates have been re-settled in the manner described above.

"(v) The pay of all the *chaukidars* in a district should be drawn by the District Magistrate and paid through the police in such manner as the Magistrate thinks safest and best. The *chaukidars* thus receive their pay directly and punctually from the Magistrate and the police, and should know no other masters."

The Lieutenant-Governor, Sir Alexander Mackenzie, decided that the *Chaukidari Act VI (B. C.)*, of 1870 should be extended to Orissa, exceptions being made only in the case of thinly inhabited and backward tracts; and in paragraph 10 of the Resolution No. 866 J. (Police), dated 9th February 1897, passed the following orders:—

"(1) The Act will be introduced throughout Orissa as soon as possible after the completion of the present settlement, the *chaukidari jagirs* being, in the meantime, resumed and settled with the *chaukidar*-holders, who will be treated in all respects as *thani* raiyats of the village in which the lands lie. They will be released from all obligation to serve as *chaukidars*, but will be eligible for appointment as such by the Magistrate.

"(2) The lands will be incorporated with the lands of the estates within which they lie and be included in the settlement of those estates, an allowance of 15 per cent. on the rent for cost of collection being made to the zamindar in each case.

"(3) In consideration of the receipt of the rents of the resumed *jagirs* (less the deduction of 15 per cent.) the Government will undertake to pay the salaries of the *sardars* *chaukidars* who may be appointed throughout the temporarily-settled parts of Orissa, at the rate of Rs. 6 each per mensem, the maximum number of *sardars* being limited to one for every ten *chaukidars*. This arrangement is subject to the sanction of the Government of India.

"(4) *Jagirs* in the permanently-settled estates will be treated under Part-II of the Act.

"(5) Mr. Dutt considers that the present number of *chaukidars* (8729) is excessive, and would reduce it to 6,500. The Lieutenant-Governor agrees that a considerable reduction may be made without loss of efficiency, and it will be for the District Magistrates to settle to what extent the reduction should be carried, with the view especially of securing that adequate pay shall be given to each *chaukidar*, without imposing an excessive burden on the villagers. The Lieutenant-Governor is disposed to think that the rate of pay should not ordinarily exceed Rs. 4. per mensem.

"(6) In the backward tracts in which it may be decided not to introduce the Act, the *chaukidars* will be under the direct supervision of the Police. They will be given settlement of the *jagir* lands, where such exist, and will, in addition, continue to receive the customary dues from the raiyats, for the realisation of which they should be given such

assistance as may be necessary and practicable, Regulation XX of 1817 will continue to apply to these *chaukidars*, until it becomes possible to work Act VI (B. C.) of 1870.

"(7) The Magistrate should be permitted to take advantage of the presence of the Settlement Officer to prepare, as soon as may be, his schedule of villages, settle the number of *chaukidars* required, and work out all details. Enquiries should be made as regards men suitable and available to act as members of *panchayats*, and early report should be submitted whether there are, in fact, any tracts in which it is absolutely impossible to work the Act, or to find even a single man to act as the *panchayat*, the provisions of Section 62 of the Act being bore in mind."

The Local Government's proposals were approved by the Government of India in letter No. 411 in the Home Department dated 1st July 1897 and recommended to the Secretary of State for India in the letter No. 211, dated 4th August 1897. In a despatch of the 4th November 1897 the Secretary of State expressed a doubt whether the *chaukidari jagirs* were liable to resumption, and accordingly a further report was called for and was submitted to the Commissioner with this office letter No. 878, dated the 13th April 1898.

The Commissioner, the Board of Revenue, and the Local Government were unanimous in their opinion that the *jagirs* were liable to resumption, and the Government of India having in their letter No. 458, dated the 27th September 1898, accepted this conclusion, the orders for resumption became final.

In accordance with these orders rents hitherto settled provisionally continued to be settled at the village rate or a little below it, an entry being made in the judgement that the rents would only become payable on the extension to the village of the Chaukidari Act. Consent was obtained with little difficulty, as the terms were very easy for the *chaukidar*. For the assistance of the Magistrate, maps on the scale of 1" to the mile of each Thana showing village boundaries, names and numbers, and the rivers and canals, together with lists of the villages in the Thana arranged geographically, and showing the area and approximate number of houses, have been made over to him.

As to the backward tracts mentioned in paragraph 10 (6) of the Government Resolution, the Commissioner points out that the effect of giving the *chaukidar* settlement of his *jagir* land would be to deprive the Magistrate of all control over him and recommended (letter No. 437 J., dated 25th July 1898, to the Chief Secretary to the Government of Bengal) that in any tract in which it was thought inexpedient to introduce the Chaukidari Act the *jagirs* should not be resumed. This proposal was approved by Government in their letter No. 5106 J., dated the 26th August 1898, to the Commissioner, but the orders came too late to be given effect to by the Settlement Department.

The only backward tracts in the temporarily-settled area to which the present extension of Act VI is reported to be inexpedient are Parganas Balarampur, Ragri, Shergara, and Kantajhar in Thana Dharamsala, and Dalijora in Thana Cuttack. Both Thanas contain backward and permanently-settled areas; and as the judgements expressly provide that the resumption shall not take effect until the Act is introduced, it will be simpler to postpone the extension of the Act to these areas.

The number, area, and rent of the resumed *jagirs* are as follows :—

Number	...	...	12,100
			Acres.
Area	....	....	20,200
			Rs. A.
Rent	...	...	43,000 0
Incidence per acre	....	....	2 2

In the permanently-settled areas, * including Madhupur, *chaukidari jagirs* have not been resumed. It is to be observed that in Madhupur all *chaukidari jagir* is shown as granted by the zamindar of that estate, but it is as much Government property as in any temporarily-settled estate and cannot be resumed by the donor.

471. The *Khandaits* (swordsmen) and *paiks* (footmen) are the last relics of the old Hindu militia, and under Moghul and Mahratta were utilised as police in subordination

Khandaits and Paiks.

* This is not quite correct. Rents were assessed on a few such *jagirs* in the *Sataishazari* and *Ekhrajat* mahals belonging to the Puri temple, but the proceedings will have to be revised by the District Magistrate.

to the *amil* and *kotwal*. *

Regulation XII of 1805 protected from resumption the lands assigned to *Paiks* and *sardar paiks* for the performance of their police duties, and this section was understood to cover the *khandaits* and *rahbars* (or road patrols) and such of the *nahbars* as were of the *Khandait* caste.

These men, or such of them as had not been dispossessed by the zamindars or assimilated into the general body of the village watchmen, had their *jagirs* confirmed at the last settlement in consideration of the performance of police duties, which they did so badly that of recent years they had only been employed on miscellaneous duties such as patrolling the roads.

The advisability of resuming their lands was discussed in connection with the reform of the village police system; and in Resolution No. 866 J. (Police), dated 9th February 1897, His Honour Sir Alexander Mackenzie announced his determination to release them from all obligation to render service if they would accept settlement on easy terms. The Government orders were as follows—paragraph 11 of the Resolution referred to above :—

“The case of the *khandaits* and *paiks* has, lastly, to be considered. It has already been stated that there are two classes of *khandaits*—those who received their lands from the Mahrattas, and those who were nominated by the zamindars and appointed by the Magistrates. The Government cannot compel the *khandaits* and *paiks* to agree to the resumption of their *jagirs*; but there can be no objection to resumption if they agree, in consideration of the Government relinquishing the right to their services; and the Lieutenant-Governor learns that they have, as a fact, generally expressed to the Settlement Officers their willingness to accept settlement of their lands on that condition. The *jagirs* will, therefore, be resumed by amicable arrangement with the holders. The latter will receive settlement, and will be declared to be raiyats holding at fixed rates, and existing holders will sit at half the assessed rents for their lifetime. The holdings should be included in the estates within which they lie, and form part of its assets in future. If the area of any *khandait's* holding is such as to require that it should be treated as a tenure, the Settlement Officer should report whether it should be so settled at fixed rates. If it is deemed advisable to retain the services of some of the *paiks*, as, for instance, for the patrolling of the main roads, proposals as to the arrangement which should be made for the payment of the men after the resumption of the *jagirs* should be submitted to the Government for orders. The number of *paiks* is especially large in Balasore, and it is possible that they are in some parts of that district discharging the duties of the village watch. If so, the men so employed should be treated as *Chaukidars* the orders above relating to *Chaukidars* being applied to them and their *jagirs*, save that their *jagirs* should be resumed only with their consent, and settled at half rates for the lifetime of the present holders. The case of Khurda, where it is understood there is a very large number of petty *paik jagirs*, should be especially reported upon.”

By an oversight the rules for the settlement of fair rents were not modified in accordance with this Resolution, and rents continued to be settled at full rates though much leniency was shown in the way of small concessions.

The *khandaits* of Dihi Arakhpur objected at first to the assessment, alleging the great inferiority of their lands, but eventually executed a written agreement to pay rent at Re. 0-12-6 per acre, or at about a fourth of the rates for good average land. The lands held by the *sardar khandait*, Jadumani Paikra, in the Puri District and those of the *paiks* of Balasore were assessed at $\frac{2}{3}$ of the village rate. Most of the remaining *khandait* and *paik jagirs* were assessed at full rates.

The rents so proposed had all been accepted when, towards the close of 1898, it was brought to the notice of the Board of Revenue that the orders of Government had been overlooked; and in their letter No. 960A., dated the 15th October 1898, they submitted to Government a report of the action taken, with a recommendation that what had been done should be approved *ex post facto*, i. e., that the rents accepted should be allowed to stand, that the zamindar should receive the full raiyati allowances on them, that the Chandbali *jagir* should be created a separate estate, and that the Deogaon and Masora *jagirs* should be treated as tenures with rents fixed for the term of settlement.

In their letter No. 6705 J., dated the 27th December 1898, Government decided that the original orders of Sir Alexander Mackenzie, so far as they presented half rents for the lifetime of the holders, should be given effect to, but accepted the other recommendations of the Board.

* See paragraph 332,

Notices were accordingly issued to all *khandaits* to appear on fixed dates at the nearest Thana and have their *khatians* corrected, the same correction being made in the original record of rights and in the copies issued to zamindars. The assets and revenue of all estates were similarly corrected, only half the rents originally settled on the *khandaits'* *jagir* being entered as payable during the lifetime of present holders, and it was provided that the benefit of any increase in the rental of these lands during the term of settlement should be left with the zamindar.

The total area of *khandait* and *paik jagirs* resumed *rahbars* and *nahabars* classed as *khandaits*, is 6,910 acres, and the half rent assessed Rs. 5,090, an average of annas 12 per acre.

As to the proposal to retain certain *paiks* for patrolling after the resumption of their *jagirs*, in paragraphs 4 to 6 of his letter No. 437 J., of the 25th July, to the Chief Secretary to the Government of Bengal, Mr. Commissioner Stevenson recommended that all their *jagirs* should in any case be resumed leaving their pay to be fixed thereafter by Government; and in Government Order No. 513J. D., dated 25th May 1899, it was finally decided that it was unnecessary to retain the services of any of the *paiks* or *khandaits*.

472. *Patwaris* or village accountants were under the Hindu and Mahommedan and probably in the early days of the British rule to be found in every considerable village, but they gradually lapsed into the position of mere servants of the zamindar and at the last settlement their *jagirs* were, except in the largest estates, resumed and assessed at full rates.

The services of the *patwaris* then retained have been little utilised except in the Puri district, and an attempt made in 1873 to resuscitate them proved a failure.

The question of the maintenance of the record having been discussed in the early stages of this settlement it was generally agreed that paid agency must be substituted for that at present in existence, and in Government letter No. 2604 of 10th May 1894 it was decided that the service lands of *patwaris* should be resumed and assessed at full rates. In accordance with these orders 3,950 acres of *patwari jagir* have been resumed and assessed at Rs. 6,760, and the amount included in the mufassal assets of the estates.

473. In paragraphs 40 to 42 of his note on the assessment of the Kotdes Pargana Mr. Nathan proposed that the *jagirs* granted to blacksmiths, carpenters, barbers, washermen, and other village servants should be confirmed except where the holder was proved not to perform the service for which the land was granted. This proposal was accepted by Government in their order No. 2604 of the 10th May 1894, paragraph 6, and accordingly 8,560 acres of *jagir* land have been confirmed and 1,600 acres resumed and assessed at Rs. 4,800. These figures are for the temporarily-settled area only.

474. Since the year 1883 the question of the establishment of fuel and fodder * reserves had engaged the attention of Government, and in a circular No. 6 of August, 1891, the Board of Revenue pointed out that it may often happen that a Settlement Officer will, in the course of survey and settlement operations, be in a position, either of himself or in conjunction with the managing or village authorities, to effect improvements in regard to sanitation by reserving tanks for drinking purposes, by the assignment of defined places for necessary uses, and for excavation of earth for building.

With these two objects in view, the establishment of fuel and fodder reserves, and the setting apart of specific places for sanitary purposes, the Settlement Officer caused all waste lands and tanks to the use of which the villagers appeared to have a customary right to be recorded as the property of the community *Sarba Sadharan*. Such lands were found in most villages though the right was by no means always admitted by the zamindars and was indeed strenuously opposed by the members of the Balasore National Society. The fact appears to have been that, to quote Mr. Stirling, the resident raiyats of each village were entitled

* See also paragraph 263.

each to a share of the firewood, thatching grass, &c., sufficient for their own consumption, and to graze their own cattle without paying to anybody; they could not however dispose of any produce or admit strange cattle. Where land and fuel is abundant I have generally found this to be still the case, but in some parts the proprietors have kept all the grazing land in their own hands and made a charge for village and strange cattle alike.

The subject was discussed in Mr. Nathan's report on Kotdes, but no final orders were passed. In the Rules of 1896 provision was made for the reservation of lands for cremation and for grazing ground; with the consent of the zamindar. The Assistant Settlement Officers were directed to select in each village a few large fields, not more than 15 to 20 acres in an average village of 400 acres, suitable for grazing and to enter them in a separate *khatian* to which they were required to get the signatures of some of the leading raiyats and of the zamindar or sub-proprietors, or his agent.

A note was then made in the *khatian* that the village community were entitled to graze their cattle without charge on this land, and that it was on this ground exempted from assessment. Similarly, plots actually used as, or suitable for, cremation grounds were to be set apart, a note being made in the *khatian* of the right of tenants to their use.

Tanks used for drinking purposes were added to the list, but there was some difficulty in reserving these without interfering with the proprietor's right of fishery.

On the whole the measure has met with remarkable success, being extremely popular with the raiyats and not much opposed by the zamindars.

To safeguard these lands against subsequent encroachment a clause has been inserted in the form of *kabuliyat* to be executed by all zamindars and sub-proprietors entering into engagements for the payment of revenue, binding them to preserve as grazing grounds, cremation grounds, and reserved tanks, the plots specified in the schedule which is annexed to the *kabuliyat*, to take no rent or grazing charge, and to take action in the courts to eject trespassers if required by the Collector to do so.

This clause was objected to by the Balasore Zamindars' Association, but their objection was overruled by Government. *

The clause will however become a dead letter unless from time to time attention of Collectors is called to it. Zamindars will be very loth to prosecute for cultivation of reserved lands when they can share in the profits by taking rent. An annual report as to the state of the reserved lands in his *chakla* should be called for from each *kanungo*. Inspections should also be made by District and Local Board officers. Of course, if the Maintenance of Records Establishment is introduced, the reserved lands would be looked after.

The total area reserved in the province under the above rules is 1,15,000 acres, as follows † :—

District.		Total area.	Area of grazing grounds.	Area of cremation grounds.	Area of other reserved Lands.
Cuttack	....	55,300	48,800	6,200	300
Puri	....	22,200	21,400	....	800
Balasore	....	37,500	36,100	1,300	200
Total	....	1,15,000	1,06,200	7,500	1,300

475. By Rule 24 (2) of the Government Rules under the Bengal Tenancy Act, Chapter VI, it was incumbent on the officer settling rents in connection with a settlement of revenue to serve by proclamation and posting up in the village a copy of his proceeding setting forth the date on which and the place where he proposed to settle rents.

This notice was invariably given a week or more before the appointed date, and not only was a copy of the proceeding posted in the village, but copies were, as far as possible, served personally on the principal zamindars.

* No. 873 T. R. of 26th October, 1898.

† See Appendix L.

Further, whenever the Revenue Officer proposed to alter an existing rent and the tenant had not appeared in compliance with the general notice mentioned above, he was served with a special notice informing him of the proposed alteration in his rent.

After the very first commencement there was little difficulty in procuring the attendance of raiyats, and the returns show that in the last two and a half years only 15,298 or 1 per cent. of the tenants dealt with failed to appear, and of these only 9,221 had their rents altered. For the first year's work no return of absentees was made, but the figures would not be very different, and the contrast with the stages of *khanapuri* and attestation when the indifference of the people was perhaps the greatest difficulty with which we had to contend, is very striking.

476. Under section 113 of the Bengal Tenancy Act rent fixed under section 104 of the Act, cannot, except on the ground of a landlord's improvement or of an alteration in the area of the tenure or holding, be altered.

Term for which rents are settled.

- (i) In the case of a tenure or, occupancy holding or the holding of an under-raiyat having occupancy rights, for 15 years.
- (ii) In the case of a non-occupancy holding or the holding of an under-raiyat not having occupancy rights, for five years.

The privilege of fixation of rent was only extended to under-raiyats by Act III. (B. C.) of 1898, and it is not clear that it applies to the rents settled previous to the 1st November, 1898.

By Government order No. 20 T. R., dated the 24th April, 1895, the privileges of transfer and of fixity of rent for the term of Settlement enjoyed by the *bazyaftidars* were ordered to be maintained to them by an entry in the Settlement record. This has been done, and the same order has further been held to cover the rents of *kharida-jamabandi* tenure-holders and *tankidars* having rights equal or similar to those of *bazyaftidars*.

The rents of *thani* and *chandina* raiyats have been fixed for the term of Settlement by an entry in the record of rights, made in accordance with the opinion given by the Superintendent and Remembrancer of Legal Affairs in his letter No. 1243 of the 13th February, 1893, to the Secretary to the Board of Revenue.*

* See Director to Board No. 14 T. A., dated 3rd January, 1893.

CHAPTER XIX

ASSESSMENT TO REVENUE.

477. A sketch is here given of the procedure in connection with settlement of revenue. The results are given in paragraph 554, etc.

The work began in the recess of 1897. In order to appreciate the labour involved, it is perhaps necessary to say that in the temporarily-settled area there are nearly 6,400 estates situated in 11,000 villages, that some villages contain portions of 60 estates and that some estates are situated in more than 100 villages.

478. In the course of the fair rent work Assistant Settlement Officers had been directed to fill up certain compilation registers (vide Part III of the rules in Appendix C.)

These registers showed—(1) Comparison of assessed areas at the last settlement and now. Where the estate had been partitioned at the last settlement, or during the course of the present settlement, special care was taken to bring together for purposes of comparison all the figures for parent and partitioned or new estates. (2) Comparison of areas and assets. (3) Detailed registers of assets showing for each class of tenants their number, area, existing and settled rent and the difference between the existing and settled rents. Separate figures were given in the register for the tenants of each village in which any portion of the estate was situated.

The next stage was to reduce the information compiled into forms which could be easily dealt with. During the course of this work the Assistant Settlement Officers made totals of the assets and served on each set of zamindars the so-called *special* notice according to the following rules :—

“Rule 6.—As soon as the total of the settled assets of the estate has been compiled, the Assistant Settlement Officers should issue on each zamindar a special notice in the following form calculating the revenue at 55 per cent. of the settled assets (unless he has already decided to give some other percentage); on this notice should be shown all the persons recorded for the share in which the person notified is interested, the revenue of that share and the revenue of the whole estate.”

“SPECIAL NOTICE.

Mehal	Tauzi No.
To <u> zamindar </u> residing at mauza	, Pargana , Zilla
proprietary tenure-holder	, Tauzi No. , of which you are recorded
WHEREAS the assessment of the estate	
as a <u> proprietor </u> is completed and the new Government revenue has been proposed at	you are hereby
proprietary tenure-holder.	Assistant Settlement Officer, a
required to appear before me,	
on the	, to here your <u> mahalwar </u> tenure-holder's <u> kherant </u> read.

“Any objections that you may wish to make must be preferred orally or by petition on that day. The assessment papers will be open for your inspection from (date) to (date) at (camp).

“The returns of the above notice must be carefully preserved. When persons appear in answer to these notices, every effort should be made to correct and complete the list of names of proprietors as supplied by the Collector.”

479. The next and most important part of the work was the preparation by the Assistant Settlement Officers of a report for each estate.

The general principle which has been followed is for an Assistant Settlement Officer to submit a general or block report containing an account of the general conditions, physical and fiscal, of a Pargana or other homogeneous tract. This general report gives cover to special reports for each estate, and saves a great deal of repetition. Where *batwara* has taken place since the last settlement, one special report deals with the original as well as with the new estates. I quote from my No. 1117 of 26th May, 1897, the instructions given for arrangement of the reports and the matters which they should contain.—

"Estate in Orissa vary so much in size and situation that I propose to leave it to Assistant Settlement officers incharge to direct the Officers making completion reports as to the manner in which they should treat the estates, *e. g.*, there are one or two estates which comprise nearly the entire area of two or three Parganas, and there are many estates which comprise nearly the entire area of one pargana. Generally, however a few estates make up the area of a block of villages. Thus, though the unit of the report must necessarily be the estate, it is possible to economise much time and labour, and to save much useless repetition by sending up covering reports which may refer to a block of villages, or to a Pargana, or to two or three Parganas.

"I would also remind you that an arrangement of this kind will assist the confirming authority by showing him how estates situated in the same locality with (presumably) the same natural advantages and disadvantages are being treated."

I have endeavoured to model the particular estate reports according to the headings given in forms 11 and 12 of Appendix N of the Manual so far as matters of particular interest to the estate may apply, but I have also endeavoured to avoid repetition by prescribing references to matters general in the covering reports.

Instructions for the General Report.

- "1. Boundaries and situation of the block.
- "2. Physical features and class of soil; any special features of climate or rainfall.
- "3. An account of the crops grown and results of crop experiments within the area (refer to the Settlement Officer if necessary), methods of agriculture (if peculiar).
- "4. Communications (railway and roads); specially note if any improvements have been made since the last Settlement.
- "5. Irrigation, if any; its effect on rent rates.
- "6. Liability to inundation or drought, or protection by embankments, &c.
- "7. Towns and markets.
- "8. Prices of common rice actually recorded at *hats* about the time of submission of the reports (note whether it is a year of scarcity or not):
- "9. An analysis of rates for estates or villages. Reasons why (if so) *pahi* rates are still less than *thani* rates.
- "10. General condition of the people; whether immigration is common.
- "11. Principal products and trades.
- "12. Payment of village officials and other customs.
- "13. See Part III, Chapter 15, Survey and Settlement Manual, pages 106-107. Any other matters of general interest (the completion report of the last Settlement should be consulted.)"

Instructions for the Special Report.

[N. B.—The Special Report should be as succinct as possible, and no details given in the statements should be repeated.]

"A brief history of changes in proprietorship; whether the estate has been sold for arrears of revenue, and why; information, if obtainable, as required in II (a) (5), page 107, Survey and Settlement Manual, any matter which requires explanation; if the estate has been partitioned a brief history of the *batwara*; the desirability of making a *batwara* or of amalgamation of the estate with another; where there is a proprietary tenure-holder some account should be given of the nature of the tenure and the changes in the proprietorship.

"(2) Detail of the unassessed area and an account of the extension in cultivation since the last Settlement; prospects of further extension, whether through reclamation of waste or improved communications, railway or otherwise.

"(3) A brief comparison of existing with settled rents; reasons for supposing that rents are too high or too low; analysis of the rates of new settled rents and a comparison with the rates of estates in the neighbourhood; if *pahi* rates have not risen up to *thani* rates, some explanation should be given or a reference made to the paragraph of the General Report which deals with the matter; whether the settled rents are realisable or not, and if not, why not, *i. e.*, on account of liability of the lands to drought or inundation; whether rents were previously collected in full or not; whether any prospective difficulty in realising rents is apprehended; any information regarding *abwabs*; whether the estate is scattered or compact.

"(4) A short account of the *mufasal jama* of the last settlement, of existing assets and of settled assets, a short account of the grounds of enhancement, and any facts worthy of comment regarding the amount of enhancements of the rents of any class.

"(5) A list of embankments in the estate classified according to Mr. Odling's note (for inclusion in the *kabuliyat*).

“(6) General effect on the income of the proprietor or proprietary tenure-holder of the proposed assessment; an account of the valuation for revenue of all amounts which have been now entered as cash for the first time in the assets, and an account of rents payable for the first time.

“(7) Any special *sairat* collections, *e. g.*, income from quarry, jungle-cutting. &c.

“(8) Particulars of lands reserved for grazing, &c., or as rent free for the benefit of the tenants.

“(9) A brief *resume* of the facts which led the Assistant Settlement Officer to fix the amount of allowance proposed.

“(a) For the proprietary tenure-holders.

“(b) For the proprietor.

“(10) Any facts of special interest not recorded in the report.

N. B.—The last Settlement completion report should be consulted.)

“(11) The returns of the notices served on the proprietors and their objections, in half margin, with the Assistant Settlement Officer's answers in the other half.”

I give below the forms which accompany each special report. The forms have been remodelled by the ingenuity of Mr. H. D. Carey, but they contain the information hitherto given in the forms actually submitted for approval to the Director of Land Records, as well as the information required by the Survey and Settlement Manual :—

[I]

<i>Estate,</i>	<i>Tauzi No. ,</i>	<i>Pargana.</i>	
Name of proprietors.	Father's name.	Residence.	Share.
1	2	3	4

[II]

<i>Estate,</i>	<i>Tauzi No.</i>							
NAME OF VILLAGE.		AREA.						Difference.
		AT LAST SETTLEMENT.			AT PRESENT SETTLEMENT.			
At last Settlement	At present Settlement.	Assessed	Unassessed.	Total	Assessed.	Unassessed.	Total	+ or -
1	2	3	4	5	6	7	8	9

[III]

CLASS OF TENANCY	Number of holding.	AREA.		RENTS OR VALUATION.					INCIDENCE PER ACRE.		
		At last settle-ment.	At present Settle-ment.	At last Settle-ment.	AT PRESENT SETTLE-MENT.		DIFFERENCE + OR -		At last Settle-ment	AT PRESENT SETTLEMENT.	
					Exist- ing	Sett- led	Past exist- ing.	Existing settled		Existing	Settled.
1	2	3	4	5	6	7	8	9	10	11	12
<i>Kharida jamabandi</i>											
<i>Kamil bazyafti ...</i>											
<i>Nisfi bazyafti ...</i>											
<i>Thani ...</i>											
<i>Thani pahi mixed ...</i>											
Settled and occu- pancy ...											
Non-occupancy ...											
<i>Chandina ...</i>											
<i>Chaukidari jagir</i> resumed ...											
Other <i>jagira</i> resumed Tenancies new ly assessed ...											
Tenancies valued for revenue ...											
Lands in the posse- sion of proprietors Sarat ...											
Total ...											

[IV]

PROPOSED BY.	MUFASAL JAMA.			SADAR JAMA.					PROPRIETOR'S INCOME.			
	Past.	Existing.	Settled.	AT LAST SETTLE-MENT.		PROPOSED.		DIFFER-ENCE. + or -	Pre-sent.	Propo-sed	Variation percent.	Amount due to the <i>Chaukidari</i> Fund.
				Percen- tage.	Amo- unt	Percen- tage	Amo- unt.					
1	2	3	4	5	6	7	8	9	10	11	12	13
Assistant Settle- ment Officer ...												
Assistant Settle- ment Officer in charge ...												
Settlement Officer ...												
Finally sanc- tioned ...												

These headings were filled up in accordance with the following instructions:-

The first heading is filled up from the list supplied by the Collector, as amended by the Assistant Settlement Officer after service of notices. This heading should not be finally filled up till the day before the report is submitted.

The second heading is copied direct from *Mahal* Progress Register A.

The third heading.—The 1st, 3rd, 5th, 6th, and 7th columns are copied from the totals of the detailed register of *mahal* assets; the 2nd and 4th from the *raidads*, and the rest are calculated from these.

The fourth heading.—The *mufassal jama* is the same as the total assets less any concessions given on valuations for revenue; the *sadar jama* has to be calculated; the proprietor's present income is his existing assets minus the revenue he now pays, and his proposed income is his settled assets minus the proposed revenue.

The amount that will become due to the *Chaukidari* Fund when the *Chaukidari* Act is introduced will be 85 per cent. of the settled rents for resumed *chaukidari jagir*, and this has always to be included in the revenue; thus, if 55 per cent. is the percentage of revenue proposed, the *sadar jama* will be 55 per cent. of the total settled assets plus 30 per cent. of the settled rent for *chaukidari jagirs* resumed, and the amount due to the *chaukidari* Fund will be (always) 85 per cent of the rent settled for *chaukidari jagir* resumed.

Besides this form an English copy of the detailed register of *mahal* assets will be sent in with each report. If a number of reports are sent in together these forms should be cut in half and bound in a volume.

If an estate is situated in one village only, this copy need not be sent in, as it will be the same as the figures in the third heading of the form.

It is to be noticed also that a schedule of embankments and a schedule of grazing and cremation grounds were submitted with each report for inclusion in the *kabuliyat* (*vide* Chap. XVIII, paragraph 474.)

For two months—August and September, 1897—Mr. W. C. Macpherson, Director of Land Records, was placed on special duty in Cuttack. All the earliest reports were submitted to him and he revised and improved them.

480. Rules for assessment to revenue (*vide* Part IV, Appendix C) were drawn up in consultation with Mr. Toynbee, Senior Member of the Board of Revenue. The so-called Government share of the assets (50 to 55 per cent.) was laid down, on the suggestion of Sir Alexander Mackenzie, by the Government of India in their letter of 13th October, 1897 and was subsequently approved by the Secretary of State. The latter also directed that the term of the new settlement should be for 30 years as against the recommendation of the Governments of Bengal and India in favour of 20 years.

481. In order to show the manner in which the assessment to revenue was carried out I propose to quote my remarks recorded in the annual report of 1897-98.

Proposals for revenue have been made in accordance with Part IV of the Rules (see Appendix C). The orders of the Government of India are to be found in their letter No. 192 of 13th October, 1897. In every case the special report of the estate has been written by an Assistant Settlement Officer and his report and proposals have been sent up to me under cover of the remarks and proposals of one of the covenanted Assistant Settlement Officers in charge.

I have made my remarks and passed orders on every estate, however small. The reports were then submitted to the Commissioner in the following cases:—

- (1) Where the new revenue exceeds Rs. 100.
- (2) In all estates where proposals for taking less than 50 per cent. or more than 55 per cent. have been made.

Estates not included in (1) and (2) above are considered to be finally confirmed. In a very large number of estates I have under the powers given me by clause 9 of the *kabuliyat*, taken *kabuliyats* from zamindars in anticipation of sanction and subject to confirmation. Amended *kabuliyats* are taken on receipt of orders of the Commissioner or of the Board revising my orders.

I may say that the unexpectedly liberal terms offered by the Government of India and the Secretary of State, as well as the term fixed for the settlement and the powers given me to make *rasadi* proposals up to 10 years, if necessary, have removed all serious objections. I do not think the most sanguine zamindar expected better allowances than 45 per cent. in flooded areas and 40 per cent. in ordinary areas.

To complete the account of the procedure I set forth in greater detail the principles which I have endeavoured to follow in making proposals for revenue. I would preface my remarks by saying that the particular circumstances of zamindars have so far as possible received careful consideration.

(1) In flooded areas, or in estates specially exposed to flood, and in estates composed of scattered portions, proposals were generally made at 50 per cent. Also in other cases (e. g., estates liable to drought) where there is difficulty (through no fault of the proprietor) in realizing assets.

(2) In the following cases *rasadi* proposals have generally been made, provided that the new revenue exceeds Rs. 15.

(i) Where revenue is enhanced by over 100 per cent. or if the estate is large by over 50 per cent.

(ii) Where the proprietor's income is diminished by more than 20 per cent. if the amount is large : or more than 25 per cent. if the amount is a small one.

(iii) Where though the loss of income may not (on paper) be excessive, a large proportion of the new assets is to be collected from *kharida*, *bazyafiti* and resumed *jagir*.

Unless the estate is large or the enhancement of revenue enormous (as in the case of some *bazyafitimahals*) the *rasdi* period is not generally extended over five years.

In one, or perhaps two, cases I have had to propose 25 per cent. as initial revenue and 40 per cent. as ultimate revenue. As a rule the *rasadi* proposals are for five years, and start with 5 per cent. or 10 per cent. less than what is ultimately to be taken according to the nature of the estate, the increase of revenue, the circumstances of each proprietor, or the effect of the proposals on his income.

(3) Sixty per cent. has been proposed as revenue when some of the following conditions apply :—

(i) By taking less than 60 per cent. revenue is reduced without any cause, such as reduction of assets.

(ii) By proposals at 60 per cent. the proprietor's income is raised, and Government does not get a fair share of the rise in assets.

(iii) Where there has been fraud or wilful concealment of assets, and Government does not get a fair share by taking less than 60 per cent.

(iv) When, though protection and irrigation have been extended to the estate, the proprietor does not do his duty by it, and proposals at 60 per cent. do not affect his income or do not severely reduce it.

(4) Sixty-five per cent. has only been proposed where there has been no reduction of assets and there is no ground for reduction of revenue.

(5) Proposals are generally less severe when there are a large number of small cultivating proprietors, because enhancement of revenue is to them tantamount to enhancement of rent. On the other hand, zamindars who have obtained by fraud, or who are unaccountably in possession of large areas of *nijchas*, are generally treated, more severely.

In the majority of estates proposals have been sent up by the officers who assessed the rents, and who have local knowledge. It is to be understood, however, that it has not been possible to do so in all cases, but to remedy this we have served preliminary notices in all cases on zamindars stating the *jamas* which the Assistant Settlement Officers proposed to fix, the dates on which the papers will be open to inspection, and the place at which these objections will be heard. These objections have been heard locally as far as possible. I firmly believe

that this work has been carried out conscientiously by the Assistant Settlement Officers, and I may be permitted to add that the local knowledge gained by the covenanted Assistant Settlement Officers in charge and by myself, in the course of our work, has been applied, so far as possible, to each proposal.

The results of these proceedings are shown in Chapter XXII, paragraph 554, etc. It is only necessary to mention the fact here that new revenue has been introduced for 6351 * estates, the demand being increased from Rs. 13,84,000 to Rs. 21,03,000, or by more than 52 per cent.

* Including 5 Killajat estates, see paragraph 610.

CHAPTER XX.

THE SETTLEMENT RECORD-ITS COMPLETION, CLASSIFICATION, ARRANGEMENT, AND MAINTENANCE.

482. I now propose to describe the records made over to the Collector, to explain how the draft made in camp was finished from the time of draft publication onward, how it was copied, published, and arranged.

Lastly, I propose to give some account of the schemes for its maintenance and the arguments for and against.

483. The usual procedure for the completion of the record was as follows :—

Rents having been settled as described in the last chapter and all miscellaneous corrections and orders given effect to, the *khatian* and *khewat* were, under Section 105 (I) of Act VIII of 1885, read out in the village by a *kanungo* who at the same time pointed out to the tenants the lands reserved for grazing or other purposes.

After being thus published the draft record remained for a month in charge of the camp record keeper, and during that period any interested party was allowed to see it, and could prefer a summary objection under Section 105 or bring a suit under Section 106 for the correction of any entry.

When all objections had been disposed of, that is, about two months after the date of settlement of rents, and all corrections checked and necessary figures abstracted for the completion reports, the record was put up to the Assistant Settlement officer, who, after satisfying himself that it was complete, ordered it to be sent to head-quarters for copying.

At the head-quarters the record keeper received the records thus sent in and handed them on as required to the copying department, where one complete copy was prepared for final publication, another less full to serve as the zamindar's rent-roll, and for each tenant a copy of the draft *khatian* of his lands.

After being copied and compared and checked, the final record, consisting of *khewat*, *khatians*, schedule totals, and schedules, was made over to a *kanungo* who read out the *khatians* and *khewats* in the village, signed and dated the seal on them, distributed to the tenants, or such as came, their copies, and returned the record and undistributed *khatians* with a certificate of final publication to the head office.

Then, after any suits still pending under Section 106 had been disposed of and the *khatians* concerned corrected and published, the records were re-arranged, unimportant papers being set aside those to be preserved arranged in A and B files as explained below.

The records were then numbered and arranged by Thanas, and the *khewat* finally revised at the time of taking *kabuliyats* having been included, were ready to be made over to the Collector.

This is a very summary sketch of the general history of a record, and the only differences in the stages here described introduced by Act III (B. C.) of 1898 were (1) that the record was published before rents were settled, (2) that formal suits could not be brought in respect of temporarily-settled revenue-paying lands, but could be brought even after final publication in respect of permanently settled lands.

484. Draft publication was very simple work. Notice having been duly published seven days in advance, the *kanungo* went to the village and there read out to such of the villagers as attended the entries in the *khatians* and *khewats* and informed them that at any time during the next month they could see the records in the camp.

A *kanungo*, a *muharrir* and two peons were attached to each camp for this work, but there was rarely enough to keep them fully employed; the *muharrir*.

was drafted to general duty and the *kanungo* combined with publication local enquiries of various kinds. For a *kanungo* doing no other work 25,000 to 30,000 plots a month was a good outturn, and we may take it that the cost was not more than Rs. 30 for 20,000 plots, or Rs. 12,000 for the Province.

485. The final rule for the correction of records as it stood in 1895 was that every order must be given effect to in every part of the record, alterations in the *khatian* and *khewat* being initialled by the Assistant Settlement Officer himself; those in *khasra*, *terijes* and statements by the head *muharrirs*.

The first exception made to this rule was in 1895, when the final attestation of comparative statements of *jagir bazyaf*ti and *nijjot* lands being stopped, they ceased to be corrected.

The next was in March 1896, when at the conference held at Bhadrak it was decided to discontinue the correction of boundaries.

With these two exceptions, all orders passed by Assistant Settlement Officers in camp have, before the records were returned to head-quarters as complete, been given effect to in the *khewat*, *khatian*, *khasra*, *lakhiraj bahal* statements, schedules, *terij* schedule totals, *tahsilalahida* statement and village trace.

The *milan khasra* was not usually corrected in detail, but the totals of the *khasra* were checked and compared with the total of the *khatians*.

486. In the two districts of Cuttack and Balasore the *khasra* has been, or at least has been supposed to be, corrected in accordance with all orders passed before or after attestation; but in the Puri district in an inspection of December 1896 Mr. McPherson found that a great deal of time was being spent on correcting the *khasra* in accordance with alterations already made in the *khatian*; and inasmuch as the *khasra* was not a part of the record of rights, he considered the work unnecessary, and ordered it to be discontinued.

The result is that the *khatian* and *khasara* will not always agree, the latter being often incorrect. In a small number of villages the discrepancies were reconciled at the time of correction of boundaries as described in the next paragraph.

Hitherto nothing has been done towards supplying a fair copy of the *khasra* to the Collectors, but it is made over as it is, full of erasures and sometimes incorrect.

I have in my report on the Bill of 1897 for the amendment of the Tenancy Act recommended that an abstract of the *khasra* should be prepared as in index to the village map and should form part of the record of rights. It would contain only the number, area, *touzi* numbers of estate, name of tenant, and *khatian* number. Such an index might still be prepared from the *khatians* at a cost of not more than Rs. 30,000, and I strongly recommend that it should be made and attached to the map, unless indeed completely new *khasras* are written as proposed in the scheme for maintenance of the land records submitted with my letter No. 1040, dated the 16th May 1899.

487. Under section 102 (c) of Bengal Tenancy Act the boundaries of a tenant's land were required to be shown in the record of rights, and accordingly the names of the tenants holding on the four sides of each field were entered in *khasra* and *khatian* by the *khanapuri amin* except in the case of houses and unoccupied lands.

In the case of tenure-holders, or raiyats with under-raiyats, the boundaries were usually entered in the tenant's or under-raiyat's *khatian* only for the lands which they occupied, and full details were only given in the landlords' *khatians* for the lands in their own possession.

After *khanapuri* the correction of the name of a tenant of any one field would usually involve the correction of the boundaries of the four surrounding fields in both *khasara* and *khatian*.

This, though very laborious, continued to be the rule down to 1896, when, at the Bhadrak conference of the 25th March, it was decided to discontinue the

correction of boundaries, on the ground that the expenditure and delay were quite disproportionate to the value of the corrections.

When the fair copying of the *khatians* was begun the question of omitting boundaries was again mooted, but for some time no decision was arrived at, and the boundaries as they stood were copied and published in the final record.

I expressed my disapproval of this procedure in my report on the amendment of the Tenancy Act; and in a letter No. 187 T. S., dated 25th May 1897, Mr. W. C. Macpherson, the Director of Land Records, expressed his strong disapproval of the publication of incorrect records.

Immediate steps were taken to secure that for the future two out of the four boundaries of every field should be corrected, and those two only entered on the final record.

The procedure adopted was first to correct column 7 (name of tenant) in the *khassra* by comparing with the *khatian*, then from the map and *khassra* to correct the north and south boundaries of every plot in the village, and lastly to correct from the *khassra* the boundaries in the *khatian*.

I estimate that for considerably more than half the province the boundaries have been thus corrected. Some of the work was done by paid men, and where temporary men were employed the rate was from 6 to 8 annas per 100 plots for a pair of *muharrirs* who did some 200 fields a day.

The work must at this rate have cost of Rs. 20,000, but it had the advantage of serving as a check on the *khassra* and of saving time in copying by allowing the omission of two boundaries.

488. The draft *khatians* were bulky and full of corrections, and it was obviously out of the question that they should be filed in original in the Collector's office, and in June 1896 it was finally decided to copy them in a continuous form with a slip heading adopted from that given as No. 7, Appendix G, to the Survey and Settlement Manual of 1895.

The form was as follows :—

UPPER PORTION									
Khatian No.		Mauza No.		Pargana		Thana		Volume No.	
Serial Number of Tenancy	Name, father's name, and caste of tenant.	Khasra number.	Boundaries	Description	Area.	Existing rent and cess ascertained by Revenue Officer (omit) when column 8 is filled up.	Rent settled by Revenue Officer (if any) and cess.	Status and, in case of nonoccupancy tenancy, length of possession, special conditions and incidents if any, including progressive rents.	REMARK (Note e. g., entries which have been the subject of a case under section 106 Bengal Tenancy Act.)
1	2	3	4	5	6	7	8	9	10
LOWER PORTION									
Mahal		Tauzi No.		Name of zamindar.				Khewat No.	
1	2	3	4	5	6	7	8	9	10

This form was to be used both for the final record and for the copy to be given to the proprietors. For the tenants the form of the working *khatian* was preserved, viz :—

Serial No.		Warija of Pargana		Son of District		Holding land as the proprietary right of			In Mahal Proprietors according to Khewat.			Mauza									
No.																					
1	2	3	4	5			6	7	8						9	10					
Name of land- rd	Serial number of raiyat.	Name of raiyat, his father's name caste, resi- dence	Name of under raiyats his father's name caste, resi- dence and number of the warija	KHASRA NUMBER AND BOUNDARY OF EACH PLOT.			Class.	AREA.		TOTAL RENT OF THE HOLDING. ACCORDING TO LANDLORD (a).			ACCORDING TO RAYAT (b).			ASCERTAINED BY SETTLEMENT OFFICER.			FAIR RENT FIXED BY SETTLEMENT OFFICERS.		Particulars of Tenancy and Remarks.
				Khasra number	Boun- daries,	Num- ber of kitas		A	D	Rent.	Cesses.	Total.	Rent.	Cesses.	Total.	Rent.	Cesses.	Total.	Rent per acre (a)	Rent of holding (b)	

For the preparation of these copies rules were first drawn up in August 1896 and passed by the Director in September of that year.

The copying was to be done at local centres to which the records would be sent in from camp. At each centre would be a supervisor, under him one or two squads of 30 *muharrirs*, of whom 4 to 8 would be employed on comparing.

Centres were eventually formed at Cuttack, Jajpur, and Kendrapara in the Cuttack District; at Balasore and Bhadrak in the Balasore District; and at Pipli in the Puri District.

At each centre were one or two squads consisting each of —

			Rs.
1 Supervisor on	...	...	30 to 35
2 <i>Munsarims</i> on	...	...	20 each
2 Assistant <i>munsarims</i> on	...	...	16 "
2 Supervisors' <i>muharrirs</i> on	...	...	12 "
2 Peons on	...	...	5 "
1 Sealer	...	...	6 "
1 <i>Daftari</i>	...	...	6 "
75 Copyists	...	...	...
36 Comparers	...	...	...

Work was at first slow and rates high, viz., for the final records 8 annas per 100 plots, for the raiyat's copy 7 annas per 100 plots, and for the zamindari copy 5 annas per 100 plots.

Comparing was paid for at 12 annas per 1,000 numbers, the head comparer being paid a fixed salary.

In March 1897 the rates had been reduced to 7 annas for the final record, 6 annas for the raiyat's, and 3 annas for the zamindari copy. These rates were at the close of the year again reduced to 6 annas, 5 annas, 4 pie, and 3 annas, respectively, and the comparers were paid fixed salaries of from Rs. 12 to Rs. 15. Even so, the *muharrirs* worked so much faster that their earnings were larger at the reduced than at the former higher rates.

The total expenditure on copying these records is as follows :—

DISTRICT.	NUMBER OF FIELDS COPIED INTO			Cost of copying	Cost of comparing, supervision, &c.	Total.
	Final record.	Raiyat's copy.	Zamindars' copy.			
1	2	3	4	5	6	7
Cuttack...	4,142,939	3,295,370	3,573,421	Rs. 58,570	Rs. 9,055	Rs. 67,625
Puri ...	1,721,337	1,211,077	1,258,556	23,327	3,648	26,975
Balasore...	2,584,901	2,028,439	2,024,902	30,415	7,312	37,727
Total	8,449,177	6,534,886	6,856,879	1,12,312	20,015	1,32,327

489. The copy of the *khatians* prepared for the final record was at first an exact *replica* of the entries in the draft, omitting only the former rent where a new one had been settled.

Arrangement of record.

The order of the entries was as follows :—

1. Government lands	...	...	...	} For the whole village.
2. Tenants of Government	...	...	...	
3. Revenue-free lands	...	...	...	
4. Tenants of revenue-free lands	...	...	...	
5. <i>Kharida jamabandi</i>	...	...	...	} For the first estate in the village.
6. <i>Bazyafti</i> tenure holders	...	...	...	
7. Do raiyats	...	...	...	
8. <i>Thani</i>	...	...	...	
9. <i>Thani-pahi</i>	...	...	...	
10. <i>Pahi</i> settled and occupancy raiyats	...	...	...	
11. Non-occupancy raiyats	...	...	...	
12. <i>Chandina</i>	...	...	...	
13. Resumed <i>jagirs</i> and rent-free grants.	...	...	...	
14. Proprietor's private lands	...	...	...	
15. Invalid grants assessed for revenue	...	...	...	
16. Confirmed <i>jagirs</i>	...	...	...	
17. Waste lands	...	...	...	
18. Under-raiyats	...	...	...	
19. Raiyats of proprietor's private lands, of <i>jagir</i> , &c.	...	...	...	

And then the same for the next estate, and so on.

The numbering of classes 1 to 4 was the same as that of the *terij* of Government and revenue-free lands, and from 5 onwards the numbers of the *khatians* followed the schedule.

The first important alteration was in May 1897 when in accordance with the views expressed by the Director, Mr. Macpherson, in his letter No. 187 T. S., dated the 25th June 1897, only the north and south boundaries were entered in the *khatians*.

A little later another change was made chiefly with a view to shortening the record, and full details of their lands ceased to be entered in the *khatians* of tenure-holders, *lakhirajdars*, or departments of Government having tenants under them.

For lands in the immediate possession of the tenure-holders, &c., details of the plots, their area, class and boundaries continued to be shown, but in the case of lands held by tenants, only the name of tenant, number of plots, their total area, and the rent payable by the tenant with a reference to the number of his *khatian* in which the details might be found, were given.

The following example of a *kharida jamabandi* tenure-holder's *khatian* will explain what is meant, and to show the difference in treatment, a copy of the continuous *khatian* of a *thani* raiyat with under-raiyats is also given :—

Serial No.	Name of occupant.	Plot No.	Boundaries.	Class of crop.	Area.	Existing rent	Settled rent.	Status.	REMARKS
1	2	3	4	5	6	7	8	9	10
KHARIDA JAMABANDI TENURE-HOLDERS									
3	Lakhan Panda, son of Rameshar Panda residing at Bohugram, Pargana Paenda, Thana Salepur.	15	N. Gopal Malik S. Ram Sethi	Sarad Ekfasal 2 Kitas	A. D. 1. 25	...	R. A. 4 4	Khrida jama-bandi tenure-holder.	This rent is fixed for the term of settlement.
		23	N. himself S. Fakir Das	Biali Birhi 1 Kita	.75				
4	Total nijdakhal held by raiyats.	2	...	3 Kitas	2.0				
	Ram Das Nos. 101	4	...	5 "	.80	...	2 0	Occu-pancy.	
	2								
	Lakhan Sahu, Nos. 103	1	...	3 "	.70	...	Dhuli bhag	Non-occu-pancy.	
	4								
	Total	7	...	11	3.50	...	...		
THANI RAIYATS.									
4 I	Fakir Das and Kali Das, sons of Ramu Das, residing in the village.	12	N. Gopi Sahu S. Asthan.	Sarad Ekfasal 3 Kitas	1.20	...	8.2	Thani settled raiyat.	Ditto
		17	N. Ram Das S. Balu Lenka	Biali, Kulthi 1 Kita	.75	...	...	...	Under raiyat Ram Das Nos. 104
	Minha ...	35	...	House 1 Kita	.15				I
	Total ...	3	...	5	2.10				rent dhulibhag.

490. For the zamindars and proprietary tenure holders one copy of the entries for each estate and tenure in the village was prepared in the continuous form, boundaries being omitted as well as all mention of under-raiyats and under-tenants.

The class of crop was entered only in the *khatians* of lands in the immediate possession of the proprietors. At first the zamindars of the principal estate received also copies of the entries regarding revenue-free and Government lands in the village, but from May 1897 this practice was discontinued. The zamindari copies were made over to the proprietors executing *kabuliyats* as will be explained when dealing with that part of the work.

The raiyats' copies were prepared from the original working *khatian*, and though in a somewhat different from the continuous *khatian* reproduced the identical entries.

Such copies were prepared and issued free of cost to all tenants in temporarily-settled estates, but not for Government and revenue-free lands, nor for lands in the immediate possession of the proprietors. At first, indeed, copies were made and given to *lakhirajdars* and their tenants, but in July 1897 the question of the recovery of some part of the cost from the holders of revenue-free lands was mooted and the further distribution of the *khatians* stopped.

It was finally decided that copies of the *khatians* of tenants holding under revenue-free proprietors should be given on payment of one pice per plot, the minimum charge for one *khatian* being, by a subsequent order of December, 1898, four annas. *Lakhiraj bahaldars* have been given copies of their own *khatians* on the same terms.

491. The case-work after the preparation of the draft record fell under two main heads:—

Case-work after draft publication.

(1) Objections filed under Section 105 (1) of Act VIII of 1885.

(2) Disputes under Section 106 of that Act. Objections under Section 105 (1) could only be filed within the period, usually one month, of publication of the draft record, and could be presented on plain paper or on the printed forms modelled on the form given in Appendix A to the Survey and Settlement Manual of 1895 and sold at one pice each. When draft publication began these petitions were required to be stamped, but it was very shortly pointed out that under Section 19 (IX) of the Court-Fees. Act of 1890 no fee was chargeable, and the practice was discontinued.

Process fees were levied at the discretion of the Assistant Settlement Officer in cases that he thought frivolous or unduly delayed.

Notice having been served on the opposite party, the objections were summarily decided by the Assistant Settlement Officer who recorded a brief finding and an abstract of his grounds, but rarely any evidence except in hotly contested cases.

The number of such objections disposed of is 63,518, as shown in the following table:—

Cases under Section 105 disposed of including those under section 103 of the Amending Act.					Total
	1895-96.	1896-97.	1897-98.	1898-99.	
Cuttack	380	13,791	14,377	3,572	32,120
Balasore	251	9,162	7,368	2,870	19,651
Puri (excluding Khurda)	17	8,943	1,747	1,040	11,747
Total —	648	31,896	23,492	7,482	63,518

Doing no other work, an Assistant Settlement Officer could dispose of about 1,000 such objections in a month, so that the time spent on their decision may be taken at six years' work of one officer and the expenditure at Rs. 20,000, besides as much more for the correction of the record.

The large number is due to many questions originally decided at attestation being again revived, and also to a tendency to put off bringing cases to the last moment.

Though the disposal of these objections and the necessary corrections took up so much time, yet, as there was but limited period for filing them, they did not very seriously retard the completion of the record.

492. It was otherwise with the disputes under Section 106. These were rarely brought until all other means had been exhausted, though in a few cases disputes arising at a late stage of the proceedings came up for the first time in this form.

They did not as a rule take very long to try, but time was spent on summoning witnesses and giving adjournments on various pretexts; and as the people freely availed themselves of their rights of instituting such suits

immediately before the final publication of the record under Section 105 (2), Act VIII of 1885, they proved very troublesome.

They were worst in Balasore, where the people appear to have been more litigious; but both there and in the other districts arrangements had to be made for finally publishing *khatians* unaffected by pending suits without waiting for the conclusion of all case-work in a village.

When the cases had been disposed of and the corrections, if any, in the *khatian* made, the records were again sent to the village and the *khatians* previously reserved from publication read out.

This difficulty was removed by Act III (B. C.) of 1898, which put a limit to the time for objections in respect of revenue-paying lands and allowed formal suits in respect of revenue-free and permanently-settled lands to be brought after final publication.

The total number of suits under Section 108 in the province has been 9,502 besides a few cases tried in 1894-95 before the draft publication of the records. Of these a very large number were compromised or struck off on technical grounds, but the residue represented a large amount of work.

I have estimated* the expenditure on their trial at Rs. 11,283 for the year 1897-98, and the total may be taken at Rs. 12,000, to Rs. 13,000 without taking into account the value of my own time and that of my covenanted assistant.

Details of cases disposed of are given in the following table:—

	Cases under Section 106 disposed of in the year				Cases under Section 106 of the old Act disposed of under the Amending Act. †
	1895-96.	1896-97.	1897-98.	1898-99.	1898-99
Cuttack....	....	373	3,666	‡1,319	393
Balasore....	33	509	2,796	42	1,376
Puri (excluding- Khurda)	8	385	314	57	....
Total....	41	1,267	6,776	1,418	1,769

† Under Sections 103 and 104.

‡ 1,128 cases under the old Act and 191 under the new Act.

493. Publication of the finally revised *khatian* and *khewat* under section 105 (2) of Act VIII of 1885 was the last stage in the preparation of the record; after it no change could be made save on the ground of fraud or clerical error.

It was held that the document actually published constituted the record of rights, and therefore the *kanungo* took with him to the village the final copy of the *khatian* bound up with *khewat* and schedules, as well as the copies prepared for raiyats.

The *khatians* had already been sealed (without signature or date) at the head office, and the *kanungo* commenced by reading out the final record while his muharrir distributed the raiyats' copies and took their receipts in a book kept for the purpose. As each *khatian* was read out or distributed the *kanungo* signed and dated the seal.

In this way a *kanungo* and one muharrir could get through about 25,000 fields a month or more and the pay of the establishment, a *kanungo* and muharrir and two peons came to Rs. 50, so that Rs. 2 per 1,000 fields, or Rs. 16,000 for the Province, was the original estimate; but as matter of fact a lot of time was spent in travelling and the cost has certainly not been less than Rs. 20,000 for the initial publication alone; and besides this many village records have been partly published a second time as explained in the last paragraph.

At first the *kanungo* published the *khewats* at the same time as the *khatian*, but in 1897 this was stopped, and the *khewats* were not published until after they had been finally revised at the time of taking *kabuliyats*. They were then sent out to the mufassal in batches, and after being published in the villages were pasted into the record in place of the discarded drafts, but this matter will be treated of under the head of *khewats*.

* Letter No. 1320, dated 3rd July 1899, to the Commissioner of the Division.

Act III (B. C.) of 1898 made a great difference in respect to final publication in revenue-free and permanently settled areas, as it became only precedent to the institution of suits for enhancements of rents (section 105) or correction of the record (section 106).

Though at the time of final publication the record was nominally complete, there were almost always, under either procedure, corrections to be made in it. Clerical and arithmetical errors were discovered during the extraction and compilation of figures, decisions were reversed on appeal and the original clean copy was often much corrected before it was ready to be made over to the Collector.

This was in no small measure the fault of the law, which made final publication the only limit of correction and at the same time made it necessary to publish the fair copy in original.

The present law [Act III (B. C.) of 1898] has removed this difficulty in the case of temporarily-settled areas, and to a great extent in permanently-settled tracts also.

It is now possible to reserve from both draft and final publication disputed entries.

494. The village *khewats*, part I as prepared at attestation were in various forms, containing sometimes a list of
 The *Khewats*. proprietary interests in the whole estate, sometimes those in the particular village, sometimes both, in varying degrees of correctness.

Besides these village *khewats* a complete set of *mahalwar khewats* showing the lands and the proprietors of each estate was supposed to have been prepared, but was only complete for a few circles when fair rent work began.

At the fair rent stage zamindars were again sent for, the village *khewats* corrected, and the *mahalwar khewats* brought up-to-date. *Khewats* thus corrected were published in draft and finally bound up in the record of rights.

At the close of the year 1897, when figures having been compiled, notices were served on the zamindars informing them of the proposals for the assessment of the new revenue, they began to put in objections to the entries as to their interests, and a large number of alterations were made in the *mahalwar khewats* which thus differed from the *khewats* in the village records.

The question of the reconciliation of the two records having been discussed in a conference with the Director, orders were issued (Circular No. 149 of 28th December, 1897), stopping the final publication of the draft *mauzawar khewats* and directing Assistant Settlement Officers to finally correct the *khewats* after the assessment of all estates in a village had been sanctioned, and to publish them at the time of issue of notices to the proprietors for re-engagement.

In the case of incorrect *khewats* already finally published, an extract from the *mahalwar khewat* was to be published in the same manner and bound into the record of rights immediately above the *mauzawar khewat*, and a note made on the latter that it was incorrect and superseded by the extract.

These orders were further modified in March 1898, and it was decided to finally revise the *mahalwar khewats* at the time of taking *kabuliyats* for the payment of the new revenue, from these *mahalwar khewats* to prepare *mauzawar khewats* and to finally publish and include these in the record of rights.

Under these orders in the Cuttack and Balasore districts correct *khewats* showing the shares in the estate, with a note of separate possession in the village where recognised, have been prepared for every estate and for every Proprietary tenure, the only difference being that in Balasore the *khewats* were published in the presence of the assembled zamindars and sub-proprietors, and in Cuttack they were sent for publication to each individual village.

In Puri, as a rule, new *khewats* were not prepared, but the old ones were corrected where necessary and then published; but the tenure-holders' *khewats* have been carefully re-written in the new form and finally published.

It may safely be said that no possible means of securing a correct record of proprietary interests has been neglected.

The Collector's general register as corrected by his register of intermediate mutations has formed the basis of the record ; it has been brought up to date during attestation and a note of the share recorded in his name served on every co-sharer at the time of proposal of revenue, and finally all proprietors have been invited to appear for the execution of their *kabuliyats* and even at that stage allowed to prefer objections.

495. The notation used to express share is one of which the unit is a rupee, divided generally in one of two ways, the former being generally known as the Cuttack and the latter as the Balasore system ;—

(1) Cuttack system.—

16 *pans* = 1 rupee,
20 *gandas* = 1 *pan* ,
4 *karas* = 1 *ganda*,
3 *krants* = 1 *kara*,
16 *biswas* = 1 *krant*,
20 *gandas* = 1 *biswa*,
4 *karas* = 1 *ganda*,

and so on to biswas recurring again from *gandas*.

(2) Balasore system.—

16 annas = 1 rupee,
12 pies = 1 anna,
20 *krants* = 1 pie,
16 *biswas* = 1 *krant*,
20 *gandas* = 1 *biswa*,

Under orders of the Director of Land Records and Agriculture the Balasore system, prescribed by the Board in 1892, has now been introduced every where.

496. The *terij* serves at once as an index to and an abstract of the *khatians*.

It was originally prepared by the Survey Department, a separate sheet being attached to each group of *khatians*, and was often very incomplete.

In the season of 1893-94 this work was transferred to the Settlement Department and new rules for the arrangement of entries were drawn up.

Beginning with an abstract for the village, subsequent detailed entries were to be arranged in exactly the same order as the *khatians*; that is, first for the whole village revenue-free proprietors, then their raiyats, and their raiyats, under-raiyats. Next Government lands with raiyats of Government, and after them their under-raiyats. Next the first estate in the village, beginning with the waste lands; then the rent-free, then the quit-rent, and after them the several classes of rent-paying tenants, the entries for the under-tenants of each class immediately following the last entry for the class.

Down to 1895 the form in use was as follows :—

Terij of village.				Pargana.				Zamindar.				
Serial number.	Name of tenant.	Nature of tenancy.	Number of fields.	CROPPED AREA				UNCROPPED AREA.		Total area	Rent as ascertained by Revenue Officer.	REMARKS.
				Other than bari or orchards and bamboo groves.	Bari	Orchads. and bamboo groves.	Total cropped area.	Ghar	Other kinds.			
1	2	3	4	5	6	7	8	9	10	11	12	13

In that year the Director, Mr. W. C. Macpherson, prescribed a new form which might serve at once for the totalling of assets and give details of cultivated and uncultivated, of occupied and unoccupied, and of assessed and unassessed areas.

The form, which was as follows, came into use in 1895-93 and was generally filled up for records attested in that season.

Terij of Estate.						Village.		Pargana.				
Serial No.	Name of tenant and nature of tenure or holding.	No. of fields.	AREA					Total area of tenancy,	Existing rent (cash)	Rate of cash rent per acre.	Settled rent,	REMARKS.
			CASH RENT PAYING.		Produce rent paying area.	RENT-FREE						
			Cultivated, i. e., cropped <i>Gharbati</i> current fallow.	Uncultivated area.		Cultivated.	Uncultivated.					
1	2	3	4	5	6	7	8	9	10	11	12	13
			A. D.	A. D.	A. D.	A. D.	A. D.	A. D	Rs. A. P.	Rs. A. P.	Rs. A. P.	

In June 1896 the preparation of comparative schedules of areas and recorded rents was begun at the central stations of Cuttack, Bhadrak and Pipli with a view to lessening the work in camp, as it was then found that in very many villages no completion *terij* existed.

It was decided not to prepare a fresh *terij* but to let the schedule of rents take its place, and supplement this with a *terij* of revenue-free and Government lands showing only the division into cultivated and uncultivated. In the re-attested areas the schedule also showed cultivated and uncultivated separately, but it does not do so in areas where an old *terij* was found in the records.

The arrangement of schedules and of the new *terij* of Government and revenue-free lands differed from the previous one in that the main division of revenue-paying lands was into (1) Tenants paying rent to the proprietor direct; (2) Lands assessed for revenue only, rent free tenures and waste lands; (3) Tenants of tenants.

In detail the order was—

A. *Terij* of revenue and Government lands—

- | | |
|----------------------------|------------------------------------|
| (1) Government. | (3) Revenue free. |
| (2) Tenants of Government. | (4) Tenants of revenue-free lands. |

B. Schedule of first estate—

- | | |
|---|---|
| (1) <i>Kharida jamabandi</i> tenure-holder. | (12) Resumed rent-free lands. |
| (2) Ordinary tenure-holder. | (13) Proprietor's <i>nijjot</i> . |
| (3) <i>Nisfi bazyafti</i> tenure-holder. | (14) Ditoo <i>nijchas</i> . |
| (4) <i>Kamilbazyafti</i> tenure-holder. | (15) Rent-free grants assessed for revenue |
| (5) <i>Nisbazyafti</i> raiyat. | (16) Confirmed <i>jagir</i> . |
| (6) <i>Kamil bazyafti</i> raiyat. | (17) Waste land. |
| (7) <i>Thani</i> raiyat. | (18) Raiyats of class (1) to (4). |
| (8) <i>Thani pahi</i> raiyat. | (19) Under raiyat's class (5) to (12) and of (15) and (16). |
| (9) <i>Pahi</i> occupancy raiyat. | (20) Raiyats of class (13) |
| (10) <i>Pahi</i> non-occupancy | (21) Under raiyats of class (18). |
| (11) <i>Chandina</i> raiyat. | |

The form of the scheduled eventually adopted was as follows :—

Tauzi No.		In village		Pargana		District		Village Note				
Serial o.	Name of tenant.	No. of fields.	OLD AREA.	NEW AREA.			Exist- ing rent.	Pro- posed rent.	Whether accepted or not.	Sett- led rent.	Whether accepted or not.	REMARKS. (Here note references to judge- ment in case of non-accept- ances.)
			A.	Culti- vated.	Unculti- vated.	Total.						
1	2	3	4	5	6	7	8	9	10	11	12	13

Columns (1), (6), (8) and (11) were totalled by classes in a statement referred to as the A form, which was bound up with the records.

497. The *milan khasra* is a total of the *khasra* pages showing the different classes of land into which the total area of the village is divided. The crop settlement also prepared from the *khasra*, shows the acreage under every kind of crop in the village.

These two statements were compiled by the Survey Department and filed with the *khasra* and were to some extent revised and completed during the attestation.

The crop statement of Puri was completed and compiled in 1894 by Babu Prasan Kumar Banerji, but even in 1897 the figures for the Province were found to be very incomplete.

Such as were available were then compiled, but in 1898 the forms were revised as being too clumsy, and all the figures were again checked by a special staff at the head-quarters stations, the village totals being copied into Thana volumes in the revised form.

498. Statements of cattle and of agriculture implements were prepared by the survey *amins*, but so few of these are now to be found in the records that they have not been compiled, but, where found, are bound with the village notes.

499. The settlement papers were, when complete, divided into three parts :—

- Papers to be preserved for ever.
- Papers to be preserved for twelve years.
- Papers to be destroyed, and statistical papers.

Similarly the case records were divided under the High Court Rules into A, C, and D papers.

The classification was based upon that in Appendix K of the Survey and Settlement Manual of 1895, but with several important alterations.

Among the A papers were —

- (1) The volume of record rights, consisting of—

The *khewats*.

The *khatians*.

The *terij* of Government and Revenue-free lands.

The schedule, which served as an index to the *khatians* of revenue paying lands.

The schedule totals or A forms.

The *tahsilalahida* statement or statement of total area in the village.

All these bound up with an index and certificate in red *kharwa* cloth.

(2) The *khasra* bound in plain brown paper.

(3) The A *misl* consisting of the village rate form, village judgment, *sairat* statement, *taufir* statement, soil or rate map.

(4) The village trace.

The B papers contained all petitions not summarily rejected and the orders thereon; records of disputes instituted otherwise than by petition and orders thereon; records of objections under section 105.

These five groups of papers with the A; C papers of case records were set a part in one boundle.

All other village papers except the village notes and the lists of agricultural stock were set aside to be destroyed after extraction of the necessary figure.

500. Throughout the settlement as well as the survey operations the Pargana had been accepted as the territorial and fiscal subdivision of the district. Circles were arranged, returns submitted, and reports prepared by Parganas.

The Thanawar arrangement.

It was, however, pointed out by Mr. Lyon, the Director, that the Pargana was often a conglomeration of scattered villages, and was most inconvenient as a geographical unit, while for executive work both Magistrate and Collector would find an arrangement by Thanas more useful. He accordingly proposed to number all villages within each Thana with consecutive serial numbers beginning at the north-west corner and to arrange all village records in the same order.

He claimed for this arrangement that it would enable the number alone to indicate the position of a village so that on reading in a report the number of a village the head of the District would realise the nature of the locality or could at least place his finger on it in the map while the numbers being arranged geographically, it would be possible to split up the Thana into police or census circles by merely assigning so many numbers to each.

On the other hand it was contended that the Pargana was the recognised unit, that geographically it as a rule coincided with a definite physical division, and that it formed the limit of a group of estates held more or less by one set of proprietors.

The *pros* and *cons* having been carefully discussed it was agreed that the advantages of the Thana arrangement far outweighed any possible disadvantages, and it was resolved to adopt it for all village records, those relating only to estates being still grouped by Parganas.

In accordance with this decision the registers of village totals of *milan khasras* and crop statements, the register of records, the registers of number of houses, of Government and reserved lands, and the village notes, have been arranged in the order of the Thana numbers.

An alphabetical list of villages in each Thana has been prepared and made over to the Collector, and in each revenue survey volume has been bound an index to the Pargana giving references to the Thana number, the old survey number and the number in the *mauzawar* C register.

The Pargana arrangement has been followed in the case of completion reports* which are arranged alphabetically within the Pargana according to the name of the estate, on, in the case of partition, of the parent estate.

Following the same order a register has been prepared showing village by village the assets and details of each class of tenant and of the area of each estate.

Khewats of estates have also been bound by Parganas and will be handed over to the Collector for the re-writing of their register of revenue-paying estates.

It is intended that the register of revenue-free lands should also be arranged Tharawar, but the draft has been made by Parganas and has been handed over in that order to the Collectors as no final orders have yet been received from the Board of Revenue.

* See Chapter XIX., Paragraph 479.

501. A report embodying my final views on this subject was submitted to the Director together with a draft Bill for the imposition of a *patwari* cess and rules for the conduct of the maintenance scheme (see Appendix A (22)). My conclusions are as follows:—

A yearly maintenance is most desirable for the raiyats if facilities for record of transfers are given; such transfers are however, contrary to custom and will not be acceptable to the zamindars, and may not be accepted by the Courts.

For the protection of raiyats yearly maintenance is not required; the provisions of Section 113 and the large proportion of rents fixed for the term of Settlement are sufficient protection. It is however, desirable to have a periodical revision, *i. e.*, in 1911 to 1913 after fifteen years to recognise *de facto* transfers and to adjust the records of mutations and status. For the Zamindars a yearly maintenance is desirable, because the majority have no notion how to keep up their rent-roll, but the papers they have now received are sufficient for fifteen years. Thus a periodical revision after fifteen years is desirable. After giving effect to all transfers and adjusting the records, zamindars will be allowed to apply for settlement of fair rents and such settlement will be made on payment of cost.

For Government a yearly maintenance is not necessary. In the present proceedings an enormous mass of statistics has been supplied. The total cost of a yearly maintenance and complete revision in 1925 will be 48 lakhs, as against 24 lakhs the cost of a revision after fifteen years plus the cost of revision in 1925 and as against 20 lakhs the cost of revision in 1925 only. In my opinion the expenditure for yearly maintenance is unnecessary; the *patwari* system is quite foreign to Orissa, and there is no one in Orissa who can afford to pay for it. I submit that, for the benefit of all concerned—the raiyat, the zamindar, and Government—a revision in 1911-13 (rents were fixed in 1896-98) followed by the revision in 1925-26 is most desirable. The cost of the two revisions should not, I submit, be more than 24 lakhs and should not exceed by 4 lakhs the cost of single revision in 1925-26.

502. Mr. Lyon, the Director, in his No. 1443 of 4th August 1899 puts the case as follows:—

The Bill has been carefully drafted on the lines indicated in paragraph 11 of letter No. 238 T.-R., dated 12th May, 1897, from the Government of Bengal to the Government of India, and the rules have been adopted with but slight modifications from those previously submitted by Mr. W. C. Macpherson. It has not been found possible, however, to adopt in its entirety the suggestion made by the Government of India in their letter No. 2397, dated 13th October 1897, that provisions should be made for a legal presumption of truth being attached to the record so soon as the local Government declares by notification that it is satisfied that the record is maintained with sufficient accuracy to justify such action. With the very inferior agency available for the work of registering mutations in Orissa, it has not seemed to us feasible to attach any value to the new entries in the records until each one has been duly attested by a Revenue Officer of a grade superior to a kanungo, and provision has accordingly been made in the Act to give a certain authority to the alterations in the records after, and not before, such attestation has been made. The provisions of the Bill were discussed by me in detail with Mr. Maddox in April last, and I have at present no modifications to suggest in them. I propose to deal further with the question of the cost of carrying through the scheme in a later paragraph of this letter.

The question which is now submitted for the final decision of Government, is whether it is necessary or advisable to introduce any such scheme as the present one for the maintenance of the records in view either of the prospects of its success, the actual advantages that will be obtained from it, or the very great cost that it will entail. Although a pronouncement on this question has been already made by the Government of India, that Government speaks in its letter of October 1898 referred to above of the improvement of the *patwari* establishment of Orissa, and does not appear to have gathered from the correspondence that there are for practical purposes no *patwaris* at all in most parts of Orissa, and that a *patwari* staff will have to be created for the purposes of the proposed scheme. It is again subsequent to the pronouncement of the Government of India that the Secretary of State has expressed a strong opinion as to the limitation of the assessment of Revenue to 55 per cent. of the assets, and that definite instructions have been received from the Governments of India and Bengal that the incidence of the proposed *patwari* cess is not to be considered in assessing revenue in the course of the present Settlement, with the result that, where less than 55 per cent. of the assets has been taken by Government and in many cases where that limit has been reached, the proprietor and proprietary tenureholders have been already fully assessed to revenue. I would also note that His Honour Sir Alexander Mackenzie expressed his approval of the scheme in very guarded terms, declaring at the Cuttack Conference of January 1898, that he thought it would be worth the expense if it

could be satisfactorily worked, and reporting to the Government of India that while he was disposed to think that the advantages of keeping the records, corrected from year to year, would more than counterbalance the expenses, he desired to bring prominently to the notice of that Government the doubts existing on the subject among competent and experienced officers in Bengal. At the same time the other chief supporter of the proposals, the Hon'ble Mr. George Toynebee, has more than once laid stress on the financial aspect of the question, and in a note dated 29th December 1896, wrote :—

“Before anything else is done, however, I think it should be made quite clear that the proposed patwari establishments will be at least as cheap as the revision establishment, which would have to be entertained (if they are not) when the term of the coming new settlement expires.

“The papers which record the previous discussions of this subject show that the introduction of a local agency for the maintenance of the records has been condemned by almost all the officers who have considered the question, including Sir Charles Stevens, three Commissioners of Orissa—Messrs. Stevenson, Cooke and Dutt—of whom Mr. Stevenson was also for several years Collector of Cuttack, and by all the Collectors who have been consulted on the subject.

“Of the advantages accruing from the existence of an intelligent and trustworthy local agency there can of course be no doubt, and when the village accountant is a permanent institution in every village, sanctioned by immemorial custom, with duties and powers extent and limitations of which are understood by all, and with ties of association and interest which induce loyalty to his work, he can be of much value to the Government and to the community at large, as a source of information in times of distress, as the unit of the organisation of famine relief, to check oppression on the part of the landlord, and to obviate the necessity for heavy expenditure on future Settlements. But the creation of such an agency in a country in which its working is not understood is a very different matter, and it is now nearly three years since I laid before the Board my reasons for believing that we cannot get the work we want done properly performed by such an agency in Orissa, and that we shall cause serious harrassment to the people in our attempts to establish a patwari system with the powers necessary for the maintenance of the record. Moreover, as regards the information actually required from a local agency, I would suggest that the bulk of it can be obtained with the help of our records without any patwari establishment, and that Mr. Maddox's remarks on this point are worthy of attention. By the geographical arrangement of all our records by thanas, by the publication of special thana maps and of thana registers of statistics sufficient to show the agricultural and economic circumstances of each village in each thana, we have afforded in a convenient form for District officers a mass of information that was previously unattainable without elaborate local enquiries, while in the assessment reports prepared for each paragana and for each group of estates within it full information as to the physical features of the lands of each estate, their liability to flood or drought, the severity of their assessment and the material condition of the tenants occupying them has been provided. By the Settlement of rents of the vast majority of the tenants under the Bengal Tenancy Act for fifteen years, we have stopped that progress in the enhancement of rents which it has been held to be the duty of the patwaris to watch and to check, and there are reasons to believe that there will be very few landlords in Orissa who will be able or will try to break down the rents now settled by us within the period for which they have been settled.

“On the subject of the cost to be incurred upon the scheme I may say at once that I consider that, if the patwaris are to carry out all the duties laid down for them, and if any authority whatsoever is to be given to the entries made by them, the expenditure, both initial and annual, will have to be raised. It will be noted that the original estimates were cut down by my predecessor under some pressure, and that in his final plans he included no procedure for the verification of collections of rent. While this has been now incorporated in the rules, I do not for other reasons, some of which are noted below, consider that the reductions made in the estimates can be accepted, and I anticipate that the actual cost is likely to amount to at least Rs. 1,50,000 initial and Rs. 1,50,000 annually.

“In considering the annual expenditure I think it should be remembered that the cost of carrying out the verification of collections has never been faced by the local officers, and I would suggest further that the serious difficulties we shall find in procuring returns from the zamindar appear to have been insufficiently weighed. Mr. Macpherson considered that the task of verifying individual collections was altogether too big for Government to undertake, and although the Government of Bengal would not cut these duties out of the scheme, it has not yet been indicated in what manner and at what expense they are to be carried out. The local officers who attended the preliminary conference held at Cuttack on 24th January 1898, were clearly of opinion that if the record of collections was to be included, they are of a patwari's circle would have to be reduced below eight square miles and they also recommended that there should be one kanungo to every ten patwaris, instead of one to every twelve or more as in the present scheme. While I refrain from modifying the present the strength of the proposed staff, which has already been approved by higher authorities, I desire to indicate the doubts I feel as to its adequacy for the work proposed. In the matter of supervision also, I agree with Mr. Maddox in deprecating the light estimate made in the Government of India's letter of the work that the Superintendents of Land

Records will have to do, and I anticipate that unlike their brethren in Upper India, where the population is less dense and the land is more sparsely cultivated, they will have their time fully occupied in the inspection and other work laid down for them in the present scheme. I would also call attention to the estimate submitted by Mr. Maddox for three Superintendents of Land Records and their establishments (to be paid for out of general revenues) that he proposes to add to the Collector's staff to complete the scheme. It is not quite clear what duties are to be entrusted to these officers, but I have no doubt Mr. Maddox recognised the value of such officers as those referred to by the Government of India as the Revenue Deputy Collectors and Tahsildars of Northern India, and realising the impossibility of the Superintendents of Land Records provided in the scheme ever carrying out the duties performed by the officers elsewhere, provided three extra supervising officers for the purpose. Apart however, from these general indications of the directions in which the present estimates of costs are likely to be exceeded, I would suggest that some definite addition must be made to the establishment of the Superintendents of Land Records to enable them to keep their copies of the records up to date and to the establishment of the kanungos to enable them to obtain and check the returns of rent collections to be called for from landlords. In view of the above considerations, and omitting the proposed charge for three superior officers as Superintendents of Land Records at the headquarters of each district, and making allowance for the low pay to be drawn by patwaris and kanungoes on their first appointment, I am doubtful whether it will be found possible to reduce the annual expenditure, as its lowest estimate, below Rs. 1,50,000.

"The total expenditure on the patwari scheme may thus be estimated at Rs. 1,50,000 for initial expenditure and (Rs. 1,50,000 X 25) 37,50,000 for recurring expenditure, allowance being made for some delay in introducing the scheme and for its temporary suspension for two or three years at the end of the term of Settlement, during the operations preparatory to the new Settlement. With the addition of 7½ lakhs to meet the cost of a revision of the records and reassessment of the revenue at the expiration of the current settlement, we get a total of 46½ lakhs, and I may add that the cost here estimated for resettlement, assumes the complete success of the maintenance work. Against this total we may set Mr. Maddox's rough estimates, which are, I believe, more than adequate, for revision of the records after fifteen years, and again at the time of re-settlement, and for a re-settlement after thirty years without any previous revision. He gives 24 lakhs as the probable cost of the double revision, and 20 lakhs as the cost of single revision at the time of re-settlement, and these estimates include all the operations necessary for a re-settlement of the revenue. It will be seen, therefore, that the additional cost involved in the introduction of the patwari scheme amounts to some 22½ lakhs, even if we adopt the proposal for the complete revision of records after fifteen years, a plan that I would commend for the favourable consideration of Government.

"I hope that, in the circumstances, I have detailed above, the project for the imposition of a patwari cess may be reconsidered, and that such orders may be passed as will secure the revision of records after fifteen years, all attempts to maintain them in the meanwhile being dropped. I believe that the information that has been compiled in the course of the present settlement is sufficient for the present purposes of Government and that the advantages to be gained by the creation of a local agency to assist in the general administration of the Province are far outweighed by the serious harassment that this would cause to the people. I suggest that the main object with which the scheme has been prepared—the efficient maintenance of the land records—would not be attained by the means proposed, and I would strongly support Mr. Maddox's contention that the people of the country, whether landlords or tenants, cannot afford to pay for it. Finally, I would emphasise the fact that we have only now completed lengthy and elaborate settlement proceedings which have unavoidably caused much trouble and inconvenience to the people, and which have brought with them a general increase in rent and an enhancement of revenue by 50 per cent. and would urge on Government that if these circumstances we should be chary of imposing fresh burdens on the people, and of introducing a scheme which will involve them in large additional responsibilities and considerable expense, and the success of which is, at the best, problematical."

I have nothing further to add to the arguments adduced by the Director. The matter is still under the inquiry of Government. I may only mention the fact here that so far from existing in every village there are (or were) only 488 patwaris in Orissa. These were at the last Settlement attached to certain large estates, the revenue of which exceeded Rs. 500. There were 323 patwaris in Puri, while in Cuttack there were 100 and in Balasore 65. In 1891-92, 328 obtained certificates at the Survey School, but since 1897 they have all been relieved from public duties and pay rent for their jagir lands which have been resumed and settled with them (see also paragraph 404 and 405 and the correspondence between the Director of Land Records and the Board of Revenue in January and February, 1900).

Part V.

CHAPTER XXI.

AREAS.

503. In the foregoing Chapters, especially in the second, third and fourth, something has been said as to the areas of the Survey and settlement areas. districts of Orissa; in this Chapter I propose to discuss at greater length the figures of area found in the Settlement records.

From the statements supplied by the Surveyor-General I abstract the following :—

DISTRICT.	Total area in square miles.	CADASTRALLY SURVEYED.			TOPOGRAPHICALLY SURVEYED.	
		Scale 64"	Scale 32"	Scale 16"	Scale 4"	Scale 2"
Cuttack.	3,522	6	364	2,412	8	660
Balasore.	2,088	0	7	1,858	19	33
Puri.	2,475	0	993	1,026	0	456
Total....	8,085	6	1,364	5,296	270	1,149

In the present settlement, figures have been compiled for a portion only of the Province, but deducting the areas of Banki, Kujang and Kanika which have been separately cadastrally surveyed, and of the topographically surveyed Parganas, also of 57 square miles in Killa Darpan and part of the *jagir* mahals of Majud cadastrally surveyed but subsequently excluded from the present settlement, the figures should agree with the village totals shown in the *milan khasras*.

Area in square miles.	Cuttack.	Balasore.	Puri.
Total by Survey	3,522	2,088	2,475
Deduct—Topographical Survey.	740	223	456
Deduct—Cadastrally Surveyed areas—Kujang, Kanika and Banki	496	141	...
Deduct—Darpan, Andhari and Manikpatna	57	...	48
Nett areas as per survey	2,229	1,724	1,971
Area by <i>milan khasra</i>	2,194	1,712	1,991
Difference	35	12	20

In Cuttack there has been an obvious error in the survey figures, for Kanika has, according to the completion report, an area of 265 square miles, of which 151 are cadastrally surveyed, while in making up his total of 3,522 square miles the Surveyor-General has taken the total area as 219 square miles, of which only 139 are shown as cadastrally surveyed. Again, in the case of Kujang, he has omitted an area of 142 square miles surveyed on the scale of 4"=1 mile. This, however, is far from accounting for the discrepancy in the figures, and indeed raises the difference to 47 square miles. I can only suggest that in the survey figures some areas have been shown twice. The correct area of Cuttack is, according to the settlement returns, 3,663 square miles, of which 2,747 have been cadastrally surveyed and 2,194 are dealt with in this report.

In Balasore also the Surveyor-General's area of Kanika appears to be wrong, but the discrepancy cannot be reconciled.

The correct area of the district appears to be 2,075 square miles, of which 1,935 have been cadastrally surveyed and 1,712 are dealt with in this report.

In Puri there has been some confusion as to the Bengal and Madras boundary, and the correction of this line has probably altered the survey areas.

The correct area appears to be 2,499 square miles, out of which 1,528 only are in the Sadar Subdivision, and out of these, 310 square miles of the Chilka and 194 square miles of permanently-settled estates are excluded from settlement, leaving a balance of only 1,024 square miles, including 42 square miles belonging to the Khurda killa.

504. In this settlement figures have been compiled from two sources; in the *milan khasras* we have the totals of the *khasras* village by village, and from the completion reports the totals of the areas of the temporarily-settled estates have been obtained.

From these latter are excluded lands permanently settled and revenue-free, as well as lands held by Government for public purposes; and some further adjustment is necessary owing to estates having lands in districts other than that to which they pay revenue, *i e.*, both Puri and Balasore estates have lands in Cuttack, and some Cuttack estates have lands in Puri and Balasore.

In the following statement, I have endeavoured to reconcile the two sets of figures :—

Areas in square mile.	Cuttack.	Balasore.	Puri.
Total milan <i>khasra</i>	2,194	1,712	1,024*
<i>Deduct</i>			
Area permanently settled.	135	Nil	10 †
Area revenue free	209	170	145
Area of Khurda and <i>ekhrajat</i> lands in the Sadar Subdivision of Puri	...	...	42
Lands held by Government for public purposes	36	21	6
Lands transferred to estates of other districts	17	33	5
Nett balance of temporarily settled estates	1,797	1,488	816
Add lands lying in adjoining district ...	38	12	5
Total	1,835	1,500	821
Area of estate as shown in Completion Report	1,833	1,499	818

It is almost impossible to account for this discrepancy (.014 per cent.) without a complete re-totalling of the areas of every village. Some mistakes are certain to have occurred in totalling *khatians* and *khasras* and in spite of the care taken to reconcile the two sets of figures it was impossible to prevent muharriis from fudging, with the inevitable result that the error came out when the figures were re-totalled in another form for the whole Province. I do not think that there are any areas, at least in Cuttack and Balasore, which have escaped assessment; but it is possible that some of the river beds in Cuttack and of the sandy wastes along the shore of Puri may have been omitted. Another possible source of error is the area of the revenue-free lands. It was found after the reconciliation of the total areas was begun, that several large revenue-free villages had been omitted from the Puri registers, and it may be that even now the areas entered in the register do not always agree with the areas in the *khasra*. On the whole, though, I am of opinion that the discrepancies are most probably due to errors in totalling the *milan khasras*. In Balasore the discrepancy curiously coincides with the difference between the areas of the lands transferred from that district to Cuttack and *vice versa*, as now ascertained and the areas at first reported, and it appears probable that some lands actually situated in Cuttack but belonging to Balasore villages have been erroneously included in the *milan khasras* of that district.

505. The most natural comparison to make in order to ascertain the extension of cultivation since the last settlement would be that of the past and present cultivated area of the villages of the temporarily-settled Parganas, but unfortunately complete figures for the cultivated area at the last settlement are only to be had from the survey records and do not appear to be very trustworthy. Furthermore we have only got them for the Balasore and Puri districts and not for the whole of Cuttack.

Another method of finding out the extension of cultivation is to compare the cultivated or assessed areas of the temporarily settled estates only, and for this purpose we have complete and reliable figures for the whole Province.

There is also statement of the cultivated and uncultivated areas of the temporarily-settled estates in the Appendix to Mr. Commissioner Gouldsbury's

* Sadar Subdivision only. † Included in *tauzi* No. 251.

Completion Report of the last settlement, * but I do not think the figures are quite trustworthy. Comparing them with the areas assessed and unassessed at last settlement shown in our Completion Reports we get the following results :—

DISTRICT.		AREA IN ACRES ACCORDING TO MR. GOULDSBURY'S STATEMENT.		AREA IN ACRES ACCORDING TO COMPLETION REPORT OF THE PRESENT SETTLEMENT.	
		Cultivated	Uncultivated.	Assessed	Unassessed.
Cuttack	....	584,015	540,731	621,000	553,900
Puri	....	448,497	468,532	302,400	196,700
Balasore	....	464,763	107,943	493,600	449,200

The figures for Puri probably include Khurda, but in the other districts it is clear that the areas are incomplete, and I do not think they can form a basis for any sound inference.

That the proportion of area assessed represents approximately the proportion of area of the whole Pargana cultivated is evident from the following statement taken for a few Parganas at random :—

District.	Parganas.		Percentage of area. cultivated as shown in <i>millan khasra</i> .	Percentage of area assessed as shown in completion report.	
Cuttack.		{	Ahyas	80	81
			Jajpur	74	76
			Katya	80	84
			Sungra	80	82
			Asureshwar	81	82
			Balubisi	69	69
			Hariharpur ...	78	80
			Kate.	69	61
Total of District.			69	70	
Puri		{	Kotdes	79	79
			Chaubiskud ...	58	55
			Kotrahang	82	83
			Purabduai	79	75
			Oldhar	46	37
Total of District.			71	71	
Balasore....		{	Bisalkhand	82	97
			Sunhat	70	75
			Kamardachaur	83	85
			Dasmalang	31	29
			Sahabandar	51	68
			Rautara	58	61
Total of District.			71	72	

By adding to the assessed area the figures for *jagir* and *minha* and deducting to uncultivated lands, if any, within the assessed tenures we should get the cultivated area of the estates more exactly; but the assessed area on the whole represents with sufficient accuracy the proportion under cultivation in the Pargana. In Balasore Mr. Kingsford adjusting the figures in this way, found the cultivated area of the temporarily-settled estates to be 521,300 acres, or 55 per cent. of the whole; while the assessed area was only 493,600 acres, or 52 per cent. The former figure does not, however, allow for uncultivated homesteads and small plots of fallow in raiyati holdings, so that 52 per cent. is probably more nearly correct.

* Printed at page Clixil of Mr. Toynbee's History of Orissa.

Taking the totals for the three districts we find the change in the percentages of the areas assessed and cultivated to be as follows :—

DISTRICT.	LAST SETTLEMENT.		PRESENT SETTLEMENT.		DIFFERENCE	
	Percentage of total area shown in the revenue survey statements as cultivated.	Percentage of temporarily settled area assessed.	Percentage of total area cultivated as per Milan khasra.	Percentage of temporarily settled area assessed.	Columns 3 & 4.	Columns 3 & 5.
Cuttack ....	....	53	69	70	....	17
Puri	55	60	71	71	16	11
Balasore	53	52	71	72	18	20

The variation in the percentage of area under cultivation at last settlement as shown in the revenue survey statements is very remarkable, the proportion ranging in Puri from 7 per cent. (Oldhar) to 74 per cent. (Banchas), while the settlement figures give a maximum variation in the proportion of assessed to total area between 32 per cent. in West Athaisi and Matkatpatna, and 74 per cent. in Kotrahang. Again, comparing the revenue survey statements with the *milan kaasras* we find the increase in cultivated area during the term of settlement to vary from 3 per cent. in Astrang to 550 per cent. in Oldhar; while, according to the settlement figures, the increase in area assessed varies from 13 per cent. in Rahang to 38 per cent. in Kodhar. I think therefore that the revenue survey figures of Puri are untrustworthy, and that our conclusions must be based on the figures showing assessed area.

In Balasore also the variation in the survey figures is very great, and I think settlement figures give a safer basis for our conclusions, but the difference is not so great as in Puri.

Taking then the settlement figures, the approximate increase in assessed and cultivated area is as follows :—

DISTRICT.	ASSESSED AREA OF ESTATE-ACRES.			CULTIVATED AREA OF TEMPORARILY SETTLED PARAGAS-ACRES.		
	Last Settlement.	Present Settlement.	Increase percent.	Last Settlement.	Present Settlement.	Increase percent.
Cuttack	621,000	822,500	32	697,000	920,000	32
Puri	302,400	373,300	23	377,000	464,000	23
Balasore	493,200	692,200	40	554,000	776,000	40
Total	1,416,600	1,888,000	33½	1,628,000	2,160,000	33½

The comparatively small increase in Puri is due to the smaller area of culturable land available, while in Balasore, on the other hand, a large area had, at the beginning of the last settlement, been thrown out of cultivation owing to the disastrous cyclones of 1831-32, and has naturally been again cultivated as the country has recovered.

The proportion of the total area now under cultivation is the same in Balasore and Puri and rather more in either than in Cuttack; but this is due chiefly to the larger area of rivers and sand in Cuttack and Puri, the population being sparser and cultivation less advanced in Balasore than in the other two districts.

The accompanying maps VI, VII and VIII will show at a glance which are the most highly cultivated portions of the districts.

Extension of cultivation in the future. 596. The culturable area in acres in the three districts as shown in the *Milan khasras* consists of the following :—

DISTRICT.	New fallow.	Old fallow.	Thatching grass.	Jungle.	Percentage on total area.
Cuttack	31,326	24,384	1,394	10,745	4.86
Puri	9,792	14,302	399	9,196	4.85
Balasore	18,758	55,036	1,007	6,978	7.46
Total	59,876	93,722	3,300	26,919	5.86

Not all of this, however, is at present available. Some part of the jungle and fallow has been set apart for grazing, and the thatching grass is a necessity.

On the other hand, there can be no doubt that some of the waste lands, of which there are nearly 215,000 acres in Cuttack, 164,000 in Balasore and 10,000 in Puri, could, a certain expenditure, be reclaimed with and the amount thus made available will more than balance any area within the so called culturable lands which cannot be broken up,

At present cultivation is extending most rapidly in Balasore and in north-east Cuttack. A large area is available for cultivation in south-west Cuttack, but the soil is very poor.

In Puri there is but little extension of cultivation, the lands still unreclaimed being for the most part inferior, or so liable to inundation as not to repay the risk of loss of crops.

507. The following statement shows : Thana by Thana the numbers of villages for which figures are available and their average area in acres :—

DISTRICT.	Thana.	NUMBER OF VILLAGES IN Milan Khasra		Area by Milan Khasra.	Average area of village.
		For which area is given.	For which area is not given		
Cuttack.....	Dharamsala ...	720	586	213,792	297
	Cuttack ...	416	23	170,752	411
	Jagatsing— pur ...	794	...	235,731	297
	Tirtol ...	490	326	106,658	218
	Salepur ...	699	...	193,213	276
	Kendrapara ...	541	120	149,539	276
	Patamundai ...	225	169	85,178	379
	Aul ...	77	476	38,946	506
	Jajpur ...	703	...	209,824	298
	Total ...	4,665	1,700	1,403,633	301
Balasore.	Bhadrak ...	546	...	184,688	338
	Dhamanagar ...	433	...	147,785	341
	Basudebpur ...	247	...	121,018	489
	Chandbali ...	67	...	26,244	391
	Soro ...	884	291	295,624	289
	Balasore ...	563	...	145,534	260
	Basta ...	386	...	98,390	254
	Baliapal ...	465	392	115,028	247
	Jaleswar ...	16	...	1,467	91
	Total ...	3,607	683	1,095,778	304
Puri.....	Puri ...	677	125	260,428	386
	Pipli ...	704	...	212,246	270
	Gope ...	555	59	183,103	330
	Total ...	2,026	189	1,655,777	324

Size of holding.

508. The average area of a holding in each of the three districts is shown in the following table—

	AVERAGE AREA OF A HOLDING IN ACRES			
	Orissa.	Cuttack	Puri	Balasore.
1. Kharida jamabandi	1.76	1.33	2.36	4.41
2. Kamilbazyafthi	1.09	0.79	1.21	1.60
3. Nisfi bazyafthi ...	1.27	0.96	1.63	1.62
4. Thani ...	1.61	1.62	1.57	1.75
5. Thani pahi ...	4.25	4.17	3.89	4.56
6. Occupancy ...	1.02	1.21	1.38	1.61
7. Non-occupancy ...	1.07	0.80	1.04	1.34
8. Chandina ...	.22	0.21	0.14	0.27
9. Chaukidari jagir ...	1467	1.39	1.22	2.88
10. Other jagir ...	0.27	1.90	3.28	3.56
11. Nijchas ...	3.47	3.20	3.27	4.40

These figures must not be taken to represent the average area on which a family depend for their support, but as showing the average area of one class of tenure held by one tenant in one village under one landlord.

The figures bring out, as might be expected, two facts of interest. The first, that holdings average largest in Balasore where land is plentiful and rents light, and are smallest in Cuttack where rents are high and where there is much valuable irrigated and protected land. The difference is also due to the much larger number of petty estates in Cuttack than in the other districts holdings being smallest of all in north Cuttack where partition has been carried to absurd lengths. In Puri, land, at least good land, is as scarce as in Cuttack, but there are fewer estates in each village, and the soil is generally inferior and crops more precarious. The second fact of interest is that the *thani-pahi* class embrace the well-to-do raiyats with large holdings, and that after them the *kharida jamabandi* tenureholders often the same persons as the *thani* raiyats hold the next largest areas. This result agrees with the general experience of Assistant Settlement Officers, who found the *thani-pahi* holdings to contain, as a rule, the best lands in the village and to be held by substantial raiyats.

509. Accurate statistics to show the size of holdings at the last settlement could be compiled from the *bhians* and *warijas* rent rolls and *khatians* of the last settlement, but it would hardly repay the expense and labour involved. For the resumed tenures and for *thani* and *chandina* raiyats, figures, more or less accurate, are to be found in the accounts of Orissa tenures, from which I abstract the following comparative statements —

CLASS OF TENURE	AVERAGE AREA IN ACRES IN—					
	CUTTACK		PURI		BALASORE*	
	Last Settlement.	Present settlement.	Last settlement.	Present settlement.	Last settlement.	Present settlement.
<i>Kharida jamabandi</i>	2.6	1.3	6.7	2.9	12.3	4.4
<i>Bazyafiti</i>	1.3	0.9	Not available	1.6	2.7	1.7
<i>Thani</i>	4.3	2.7†	Ditto	2.5‡	3.2	3.9
<i>Chandina</i>	0.8	0.2	Ditto	0.1	0.8	0.3
Total	....	1.3	1.1 +	1.8	2.4	1.8

It is clear that there has been much subdivision of holdings, and think it would probably be safe to say that the average size was at the last settlement between half as much again and twice what it now is.

510. Within the holding the next small unit is the field, that is all the land of one class held under a single tenure and contained within one continuous boundary. The average area of such fields, including fields of waste lands and excluding *thani* is shown in the following statement Thana by Thana :—

DISTRICT AND THANA		AREA, (ACRES)		Number of fields.	AVERAGE AREA OF FIELD (ACRES)	
					Including waste.	Cultivated fields only.
<i>Cuttack</i>						
Dharmasala	....	1,33,399	80,452	5,10,554	·42	·26
Cuttack	....	74,772	96,026	3,62,915	·47	·26
Jagatsingpur	....	1,75,737	60,072	8,67,111	·27	·20
Tirtol	....	74,160	32,521	2,42,916	·44	·30
Salepur	....	1,41,374	51,838	7,10,829	·29	·19
Kendrapara	....	1,18,859	30,645	4,38,168	·34	·27
Patamundai	....	68,033	17,143	1,56,768	·54	·43
Aul	....	27,958	10,994	71,852	·54	·39
Jajpur	....	1,61,306	48,518	7,31,946	·29	·22
Total	....	9,75,598	4,28,209	40,93,059	·34	·23

* Appendix U to Mr. Kingsford's Report on Balasore.

† Paragraph 18 of Babu Nandakishore Das' Report on the Puri Tenures. The estimated number of holdings 280, 089 must be too large, as it exceeds the present number.

‡ Average of *thani* and *thani-pahi*.

DISTRICT AND THANA,		AREA, (ACRE)		Number of fields.	AVERAGE AREA OF FIELD (Acres)	
		Cultivated	Unculti- vated,		Including waste,	Cultivated fields only.
<i>Balasore</i>						
Bhadrak ....	....	2,24,638	70,503	7,09,233	.41	.31
Basudebpur ....	....	83,156	39,134	2,06,722	.58	.42
Basta ....	....	59,338	39,457	1,63,723	.63	.36
Jaleswar ....	....	733	268	2,732	.36	.26
Chandbali ....	....	33,546	11,934	93,866	.48	.35
Balasore ....	....	79,405	54,425	2,36,904	.56	.33
Dhamnagar ....	....	33,569	10,024	1,20,833	.36	.28
Soro ....	....	1,88,141	50,677	4,74,278	.51	.39
Baliapal ....	....	74,455	33,379	2,22,649	.48	.33
Total		7,76,981	3,09,801	22,30,940	.48	.34
<i>Puri</i>						
Puri	}	4,63,802	1,87 490	22,11,812	.29	.20
Pipli						
Gope						

CHAPTER XXII.

RENT AND REVENUE.

511. I now come to what is the most essential part of a settlement report, the discussion on the rents settled on holdings and tenures, and of the revenue imposed on estates. The chapter really consists of two parts. In the first part there is a general discussion of the figures for assessment of rent, some account of its effect on different classes of tenants, and of its effect in local areas in each District. In the second part the effects of the revenue settlement are dealt with. After some review of early revenue settlements, the effect of the present proceedings on proprietor's and proprietary tenure-holder's incomes is set forth, together with a summary of the objections to assessment and brief accounts of recusancy and of the arrangements for the payment of the new revenue.

Part I.

I have already given a full account of the several classes of tenants and proprietors and of the principles on which rents and revenue have been fixed, and it remains to discuss the incidence and variations of the present assessment.

512. The figures upon which I base my remarks are here abstracted for convenience of reference; further details by local areas are to be found in the Appendices to this report.

CLASS OF TENANCY	Number of holdings at present Settlement.	AREA IN ACRES.		RENTS OR VALUATIONS Rs.						INCIDENCE IN ACRE.				
		At last Settlement.	At Present Settlement.	At last Settlement.	AT PRESENT SETTLEMENT.		DIFFERENCE + OR -		At last settlement.	At PRESENT SETTLEMENT.				
					Existing.	Settled.	Past Existing.	Existing settled.		Existing.	Settled.			
1	2	3	4	5	6	7	8	9	10	11	12			
<i>Tanhi Bahal ...</i>	1,800	28,600	28,600	13,700	Rs. 13,500	Rs. 13,500	- 200		Rs. 0	A. 13	Rs. 0	A. 8	Rs. 0	A. 8
<i>Kharida Jama-bandi</i>	27,000	45,400	47,400	43,800	- 41,400	65,800	-2,400	+24,400	0	15	0	14	1	6
<i>Other Tenure-holder ...</i>	400	300	3,800	200	2,800	5,200	+ 2,600	+2,400	0	11	0	12	1	6
<i>Kamil Bazyafti...</i>	49,600	80,600	54,200	68,800	40,300	61,500	-28,500	+12,200	0	14	0	12	1	5
<i>Nisfi Bazyafti ...</i>	183,500	221,300	232,400	94,600	91,700	2,38,500	-2,900	+146,800	0	7	0	6	1	0
<i>Thani ...</i>	54,900	337,700	88,600	765,300	1,98,400	2,11,400	-566,000	- 13,000	2	4	2	3	2	6
<i>Thani Pahimixed Settled and occupancy</i>	60,900	...	259,000	...	5,10,900	5,39,900	+ 510,900	+28,000	...	2	0	2	1	1
<i>Non-Occupancy ...</i>	21,600	...	23,100	...	33,200	45,100	+33,200	+11,900	...	1	7	1	15	15
<i>Chandina ...</i>	41,800	26,900	9,100	78,000	41,000	41,700	-37,000	+700	2	14	4	7	4	3
<i>Chaukidari Jagir resumed ...</i>	12,100	...	20,200	...	...	43,000	...	+43,000	...	...	...	2	2	2
<i>Other Jagirs resumed</i>	4,500	...	12,500	...	...	16,700	...	+16,700	...	...	...	1	5	5
<i>Tenancies newly assessed ...</i>	8,500	500	8,200	600	4,700	12,800	+4 100	+ 8,100	1	0	0	10	1	9
<i>Tenancies valued for Revenue ...</i>	29,800	200	23,700	200	20,700	46,200	+20,500	+16,500	1	0	1	4	1	15
<i>Lands in the possession of proprietors ...</i>	49,700	88,700	172,500	147,300	3,84,500	3,84,500	+237,200	...	1	11	2	4	2	4
<i>Beradaran Tanki ...</i>	...	2,400	...	1,000	...	...	-1,000	...	0	6	...	...	...	...
<i>Chakran Tanhi ...</i>	...	800	...	400	...	...	- 400	...	0	8	...	...	...	...
<i>Culturable ...</i>	...	12,300	20	5,200	...	100	-5,200	+200	0	7	...	5	0	0
<i>Sairat ...</i>	...	...	...	23,400	34,000	34,000	1 0,600	...	...	...	...	...	...	...
Total	1,225,000	1,417,000	1,888,000	2,136,000	34,10,000	38,68,000	+1,272,000	+458,000	1	8	1	13	2	1

[For facility of calculation I have reduced the figures to whole hundreds and the total to whole thousands,]

We find that an assessed area of 1,417,000 has increased to 1,888,000 acres, *i. e.*, on the whole by 33 per cent., but varying from 40 per cent. in Balasore to 32 per cent. in Cuttack and 23 per cent. in Puri. Assets had, before re-settlement, arisen on the whole from Rs. 21,38,000 to Rs. 34,10,000, or by 59 per cent. and have now been settled at Rs. 38,68,000 the increase (settled assets) since the last settlement being 80 per cent., and in the present proceedings (settled assets over existing) 13½ per cent.

The variation in the Districts is remarkable; the rise in assets during the currency of the settlement in Balasore being 72 per cent., and being now raised by 16 per cent., whereas in Cuttack the increase is 65 per cent., and is now raised by 12 per cent., and in Puri 30 per cent., now raised by 12 per cent.

As regards incidences we find that the increase in Cuttack since the last settlement is 33 per cent., in Balasore 46 per cent., and in Puri 18 per cent.

The same explanation is applicable to all the figures. At the last settlement Balasore was most backward and has made most progress. In Puri the best land were already taken up, mostly by privileged holders paying, as compared with the rest of the Province (for privileged holders), high rents. Thus in Puri there has been the smallest rise.

In Cuttack, although the increase in cultivation is 32 per cent., the increase in general incidence is only 33 per cent., but at the last settlement the incidence was very high, *i. e.*, Re. 1-14-0 per acre, and it is now Rs. 2-8-0 per acre. In Balasore, with an increase of cultivation amounting to 40 per cent., the general incidence has risen by 46 per cent., *i. e.*, it is now Re. 1-10-7 as against Re. 1-2-8 at the last settlement. In Puri, again, the increase of cultivation is 23 per cent., and the increase of incidence 18 per cent. This, as has already been said, is mainly due to the fact that a smaller increase was obtained from the privileged holders (in possession of the bulk of the assessed area) because they were already paying high rents.

Briefly, while the area assessed has increased by 33 per cent., the total assets had been raised by the proprietors from Rs. 21,38,000 to Rs. 34,10,000 or by 59 per cent., during the currency of the settlement, and are now raised to Rs. 38,68,000, or by 80 per cent., while the incidence per assessed acre had arisen from Re. 1-8-0 to Re. 1-13-0, and is now raised to Rs. 2-1-0.

513. Of the total increase, 12½ lakhs are due to the extension of cultivation and increase of rents previous to the commencement of present operations, and 4½ lakhs to the enhancement of rents during settlement, *i. e.*, by 13.4 per cent.

Now a reference to Chapter VII on the history of prices will show that in the decennial period in which the last assessment was made the price of rice averaged 43¼ seers to the rupee, whereas in the last 10 years it has been little more than 18 seers to the rupee. It is an accepted principle of economics that the rent varies approximately as the price of agricultural produce, and if, following the Tenancy Act, we assume ⅓rds of the difference in prices to be a fair measure of the equitable increase of rent, we find that rent rates should have increased by 93 per cent., instead of by 37½ per cent. It would therefore appear that the present assessment is much lighter than that made at the last settlement, in that a smaller proportion of the produce of the land is taken as rent, and it remains to be considered whether the former assessment was too high or the present is too low.

514. Before proceeding to discuss the case of each class of tenants, it is necessary to take into consideration the fact that out of the last settlement assets (Rs. 21,38,000) Rs. 6,82,000 * consisted of rents which survived intact up to the present day, having been fixed for the term of settlement.

Deducting this sum, Rs. 6,82,000, from the last settlement assets and the existing assets, we obtain balances of Rs. 14,56,000 and 27,28,000, respectively.

The above sum of Rs. 6,82,000 has been raised to Rs. 9,02,000 or by 32 per cent., in the present proceedings, the bulk of the increase being derived from enhancements of *bazyafiti* and *kharida* tenures.

* Includes an estimated half of the *thanhi-Pahi* assets.

Deducting Rs. 9,02,000 from the new assets, we have a balance of Rs. 29,66 000.

Now the assessed area has increased on the whole by one third, but, deducting 590,000 acres in which rents were fixed for the term of settlement, we have balance of 827,000 acres in the assessed area at the last settlement, and in the present assessed area a balance of 1,298,000, the increase being 57 per cent.

On these areas assets have risen from Rs. 14,56,000 to Rs. 29,66,000, *i. e.*, by 103 per cent. At the same time the incidence of rents has risen from Rs. 1.77 to Rs. 2.28, or by a little more than 30 per cent. Thus by an analysis of the figures in which it was possible to secure an increase, we find a very substantial addition; and we must also take into consideration the fact that cultivation has generally extended over inferior lands. An increase of assets amounting to 103 per cent. attended by extension of cultivated area amounting to 57 per cent. and rise in incidence of 30 per cent. is not disappointing. On the whole we may say that, though the assessment is more lenient than that of the last settlement, a fairer distribution of its burdens has been made.

515. I now consider the case of each class of tenants in the statement given in paragraph 512. As to the *tanki bahaldars*, *Tanki-bahal.* who hold at fixed rates, it is clear that they are better off than formerly, and a rent of eight annas per acre is so light that it detracts but little from the value of the property.

516. *Kharida jamabandi* tenures are in theory waste lands reclaimed by the exertions of the tenureholders and are often of inferior quality; they were nominally allowed at the last settlement a deduction of 20 to 30 per cent. off the full rent, so that their lands were valued at an average of about Re. 1-3-0 per acre as against Re. 1-9-0 the average for *pahi* land. *Kharida jamabandi.* The list of incidences in paragraph 512 shows a fall of 1 anna per acre during the term of settlement, which is due, not to the reduction of rents, but to the fact that the last settlement area figures are often exclusive of the waste lands within the tenures, which in the present settlement are included in the rent-paying area, though no rent has been assessed on such part of them as is still unoccupied. Even so, as compared with the valuation of over one rupee per acre at the last settlement, the present rent of Re. 1-6 per acre is very moderate. It represents an average valuation of the land at Re. 1-12 per acre (30 to 20 per cent. having been remitted) against Rs. 2-5, the average rent of the occupancy holdings.

517. *Kamil bazyafiti* lands were nominally assessed at the last settlement at full rates, but a glance at the statement will show that in practice this was very far from being the case. The rent of 14 annas per acre was a little more than a third of the average rate paid by *thani* raiyats, and just over half of that paid by *pahi*. Curiously enough, it was higher by four annas in Puri than in Cuttack, though the general level of rents was higher in the latter district. It appears that in Cuttack, the *bazyaftidars* were let off more easily than in the other parts of the Province; but it remains certain that in all three districts *kamil bazyafiti* lands were assessed far below their real value. *Kamil bazyafiti.*

The diminution in area and fall in the incidence of rent during the term of settlement are due in part at least to the lapse into *pahi* of the resumed *jagirs* and other highly assessed lands and partly also to the tendency to have such lands entered as *nisfi bazyafiti*. In the present settlement the rents have been enhanced by 53 per cent. and the settled rents average only Re. 1-5 per acre, or little over half the incidence of *thani* and *pahi* rents

There is no reason to suppose the quality of these lands to be much below the average, and the assessment is obviously very moderate. At the same time *kamil bazyafiti* is regarded as a valuable property, and to suddenly raise the rents further would have created poverty and hardship.

518. *Nisfi bazyafiti* tenures were, at the settlement, not only allowed the privilege of holding at half rents, but the rates of valuation were very far below those for raiyati lands enjoying the same natural advantages. *Nisfi bazyafiti.*

The incidence of the assessment came to only 6 annas per acre on the whole area; or 7 annas if the waste unassessed lands (*nalaek mauq jama*) are excluded, *i. e.*, the valuation was made at about half rates, and the rents are therefore one-fourth of those for similar raiyati lands.

In this settlement the rental has been enhanced by Rs. 1,46,800, or by 160 per cent.

It might at first sight appear that this is more than would be justified by the increase in prices, but it must be borne in mind that the right to sit at half rates expired with the last settlement, so that even had there been no development in the price of agricultural produce and no extension of cultivation, the rents might have been doubled. Therefore, out of Rs. 1,46,800, Rs. 91,700 may be put down to this cause, and the enhancement on other grounds reduced to 30 per cent.*

The incidence of the settled rents is only one rupee per acre, and this is obviously not more than half the competition rent for the land, so that despite the large enhancement now made the *bazyaftidars* continue to practically enjoy the benefit of half rates. Comparing the incidence of the rents settled for *bazyaftidars* with those paid by their under-tenants we find † that the latter pay about Re. 1-12 per acre in Balasore and Rs. 2-11 to Rs. 3-2 per acre in Cuttack, and we may safely assume the average for the Province at not less than Rs. 2-4 per acre or two and quarter times the enhanced rents paid by the *bazyaftidars*. Produce rents are even more remunerative.

519. The most striking point about the assessment of *thani* is that the rents now settled are practically no higher than those of the last settlement. It is obvious that either these lands were over-assessed at the last settlement or that their rents are now too low.

Of the rents as they existed before the last settlement we have very little knowledge, but we learn from the old correspondence ‡ that all increments of revenue were levied primarily from the *thani* raiyat, and as the Province was notoriously over-assessed during the first third of this century, it is natural that the *thani* rents should have been too high. Indeed Mr. Commissioner Mills in his Note of 1847 on the completion of the settlement proceedings wrote:—

“There was no difficulty in ascertaining the actual rent paid by the *thanis* as it was notorious that they were almost invariably assessed at the rate infinitely higher than the produce of their lands or other concomitant advantages of residence could enable them to pay”.

We hear frequently of *thani* rents being payable only because the *thani* raiyats also cultivated the lands of *lakhirajdars* at favourable rates; or, as in the case of *taluk Kaida*, Balasore, *thani* raiyats earned wages as labourers in Churaman Port, or as coolies in salt manufacture. In the earlier settlement an attempt was made to regulate rents in accordance with the productive powers of the soil, and in his report on *taluk Bishnabar* Mr. Mills gives an interesting calculation of the rent for six *bighas* of land, one-third of which is first, one-third second and one-third third class. The value of the produce is taken at Rs. 33, the rent at half of that, or Rs. 16-8. Expenses of cultivation are taken, excluding the man's own labour at Rs. 9-12, leaving a total profit of only Rs. 7-4 or less than one-fourth of the produce. Mr. Mills, however, expressed his opinion that the assessment was too high, and states that he would have preferred to have taken as rent a moiety of the produce after deducting expenses of cultivation and an allowance for risk. Later on Mr. Commissioner Ricketts § laid it down as a principle for settlement of rents that actual payments should be made the basis of assessment to be altered only when the rents paid by individual raiyats should appear to be lower than those paid by others from favour, caprice, or other unsuitable cause satisfactorily demonstrable.

This principle was accepted by the Board with the reservation that enquiries into the productive power of the land and into the rates paid for similar

* Calculated on the full or doubled rent.

† See paragraph 341.

‡ See Stirling's Minute, paragraph 64 also letter No. 2776, dated 31st December, 1897 printed as Appendix A (No. 13) to this report.

§ No. 1434, dated 23rd. September, 1836.

lands elsewhere in the neighbourhood were necessary as a check on fraud and collusion.*

The tendency of these orders was to keep *thani* rents at a very high level at which they stood, but, by rejecting zamindar's papers as fraudulent, and by substituting collections for demands, the Deputy Collectors commonly managed to reduce very glaring inequalities.

In some cases also summary reductions were made by the Collector or Commissioner, as in Chaudakulat, where the assessment on *thani* land was reduced from Rs. 5-4 to Rs. 4 per acre and the *pattas* corrected accordingly, and in Kuhunda Jaipur, where the *thani* rents were reduced from Rs. 6,544 to Rs. 5,034.

Even with all these reductions the rents were still so high that Mr. Mills and Mr. Repton were driven to the conclusion that the rents were paid not out of the profits only of the *thani* lands, but out of those of the *lakhiraj* lands, which the *thani* raiyat enjoyed the privilege of cultivating at a low rent.

The result of this high assessment may be seen in the lapse of *thani* holdings, of which the area has decreased from 337,700 to 196,400 acres.†

The most highly assessed lands were naturally the first to lapse, and the result is a fall in the incidence by an anna per acre, and the enhancement of these rents by 6½ per cent. in the present settlement has only just raised the incidence to Rs. 2-6 per acre, or two annas above the figure at which it stood 60 years ago. This is an anna per acre more than the incidence of rents of ordinary occupancy raiyats, and its fairness will be considered in treating of the latter.

520. Of the nature and origin of *thani-pahi* holdings an account will be found in paragraphs 323 and 462 *Supra*. These holdings paid an average rent of Rs. 2 per acre raised by the present enhancements to Rs. 2-1 per acre. The rents are generally Pargana by Pargana little lower than those of pure *thani* and *pahi* raiyats, and the lighter incidence for the Province as a whole is due to the comparatively large area in the lightly assessed Parganas. In this settlement they have been enhanced on the whole by only 5½ per cent. made partly for excess area found in the *pahi* portion of the holdings and partly by the enhancements of the rent of the *thani* lands under the rules for enhancement of *thani*.

These holdings are mostly in the possession of well-to-do raiyats and represent the best lands of the village, and must be considered leniently assessed. That the rents have not been more largely raised by the zamindars I attribute to the greater power of such tenants to resist enhancement. Of course the *pahi* lands taken up subsequently are generally inferior to the *thani* lands, and for this reason there is a general tendency of the incidence to fall.

521. Raiyats, occupancy and non-occupancy, whose rents had not been fixed at last settlement, paid nearly two-thirds of the entire assessment of the Province, and the settlement of their rents was the most difficult task with which we were confronted. I have described § how, after much deliberation, it was decided to abandon all attempts to readjust rents according to the quality of the soil and to work on the basis of the existing rents, adopting in fact the selfsame principle as was enunciated by Mr. Commissioner Ricketts in his letter on the settlement of *thani* rents quoted above.

At the last settlement a lump assessment was made on the *pahi* lands, village by village and estate by estate, and the zamindar was left to make his own arrangements with his tenants.

The assessment was based on the zamindar's rent roll, but it was found that the "zamindar's accounts invariably understated the rents, and it was the practice to assume the *pahi* average at four annas in the rupee lower than the rates actually assessed on *thani* lands" ¶. So writes Mr. Mills, who, as Assistant, as Collector, and as Commissioner, had seen the commencement and the end of the

* Board's letter No. 45 of 30th October, 1836. See Paragraph 461, *Supra*.

† See Para 322.

‡ See Appendix A, No. 13, letter No. 2776 of December, 1897.

§ In Paras 440 to 447.

¶ Mr. Commissioner Mill's completion report of 1847.

settlement. A glance at Appendices EA, EB, EC, etc., will show that the under-stated the difference in the assessment of the two classes, as the incidence of the *pahi* assessment is only Re. 1-9 per acre or eleven annas less than that on *thani*; the difference in the rents per acre being in Cuttack fourteen annas, in Balasore nearly nine annas, and in Puri over nine annas per acre.

Probably Mr. Mills meant that for lands of the same quality a difference of four annas per acre between *thani* and *pahi* was made ; and as at that time the better lands were generally the *thani*, this would be approximately correct. There were, however, one or two Parganas in which the best lands were *pahi* and paid an even higher rent than the *thani*, as in Dihi Arakhpur; and it is common to find that the Collector or Commissioner who confirmed the proceedings at the last settlement altering by a stroke of the pen the *pahi* assessment either on the whole estate or village by village.

522. There was nothing, at least during the first half of the currency of the present settlement, to prevent zamindars from enhancing *pahi* rents to the full limit fixed by competition, and in spite of the great increase of cultivation, necessarily involving the assessment of much land that was inferior, the incidence had risen to Rs. 2-3 per acre at the time when rents were attested.

These were the rents recorded in our papers, and the question will naturally be asked whether there is any certainty that they are the rents actually paid, or whether the same difficulty was found in obtaining a correct record as at the last settlement. When in charge of Balasore I found it very difficult to obtain an accurate statement of rents from the zamindars, and the same difficulty was met with in parts of Puri and Cuttack. Sometimes there were disputes between zamindars and tenants as to the rent payable sometimes they were in collusion to have rents understated, and sometimes neither party had any very clear idea of the rent payable. Indeed, I found many tenants unable to state their rents correctly, and the receipts granted were in such a form that it was almost impossible by an examination of them to find out what rent had been paid. Collusion was combated as far as possible by compelling the zamindars to file their original papers, and occasionally disputes were decided by compromises or by striking a mean between the statements of the parties. *

These troubles were, however, by no means universal even in Balasore, and far less common in Cuttack and Puri, and I think we may confidently claim that the rents finally attested represent very nearly those which were generally being paid. In a few areas only this is perhaps not the case, and I shall revert to the subject when treating in detail of those portions of the Province.

523. In this settlement raiyati rents have been further enhanced by nearly 6-2 per cent. chiefly on account of the excess area not yet assessed by landlords. Part, however, of the addition is due to the enhancement of collusively understated rents and of low rents allowed to retainers and kinsmen of the proprietors. The rents so settled are Rs. 2-5 per acre on an average, viz., in Cuttack Rs. 2-14-0, in Balasore Re. 1-13-6, and in Puri Re. 1-15-5.

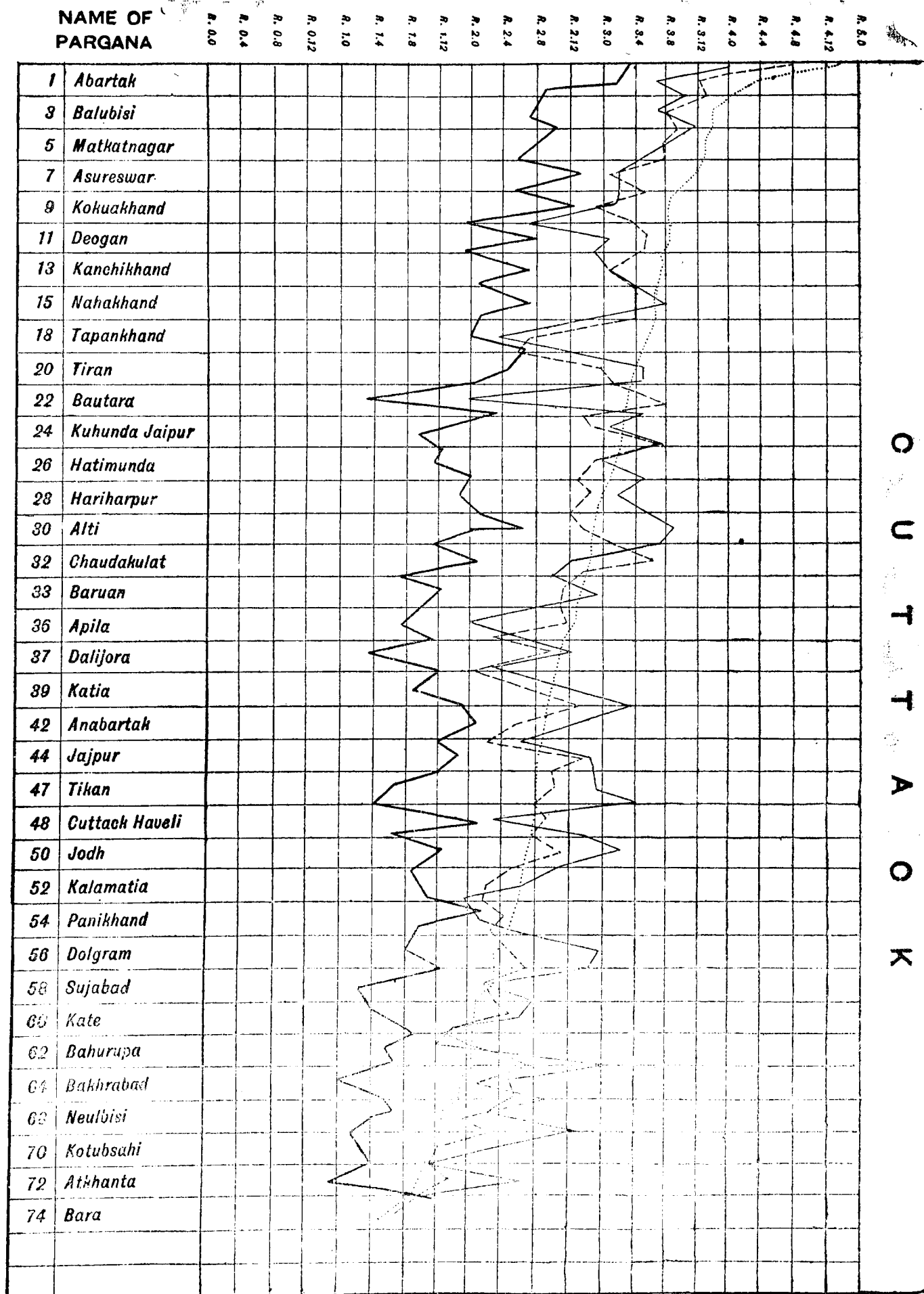
524. Comparing these figures with those for other areas for which such statistics are available, we find the incidences of rents of raiyats per cultivated acre to be as follows :—

HIGHER				LOWER					
Name of place.	Incidence.			Name of place.	Incidence.				
	Rs.	A.	P.		Rs.	A.	P.		
Muzaffarpur	...	3	15	9	Champaran	...	2	0	3
Saran	...	3	14	6	Sambalpur	...	0	5	5
Tikari estate	...	4	4	4	Bilaspur ...	...	0	9	8
					Raipur ...	...	0	10	6
					Kanika estate	...	1	3	0
					Kujang estate	...	1	14	10

Considering the denser population and more thorough cultivation in Bihar it is natural that the incidence of rents there should be higher, while Orissa

* See also Para, 346.

COMPARATIVE INCIDENCES OF THANI AND PAHI RENTS AND OF THE RENTS OF SETTLED AND OCCUPANCY RAIYATS AS SETTLED AT THE LAST AND AT THE PRESENT SETTLEMENT.

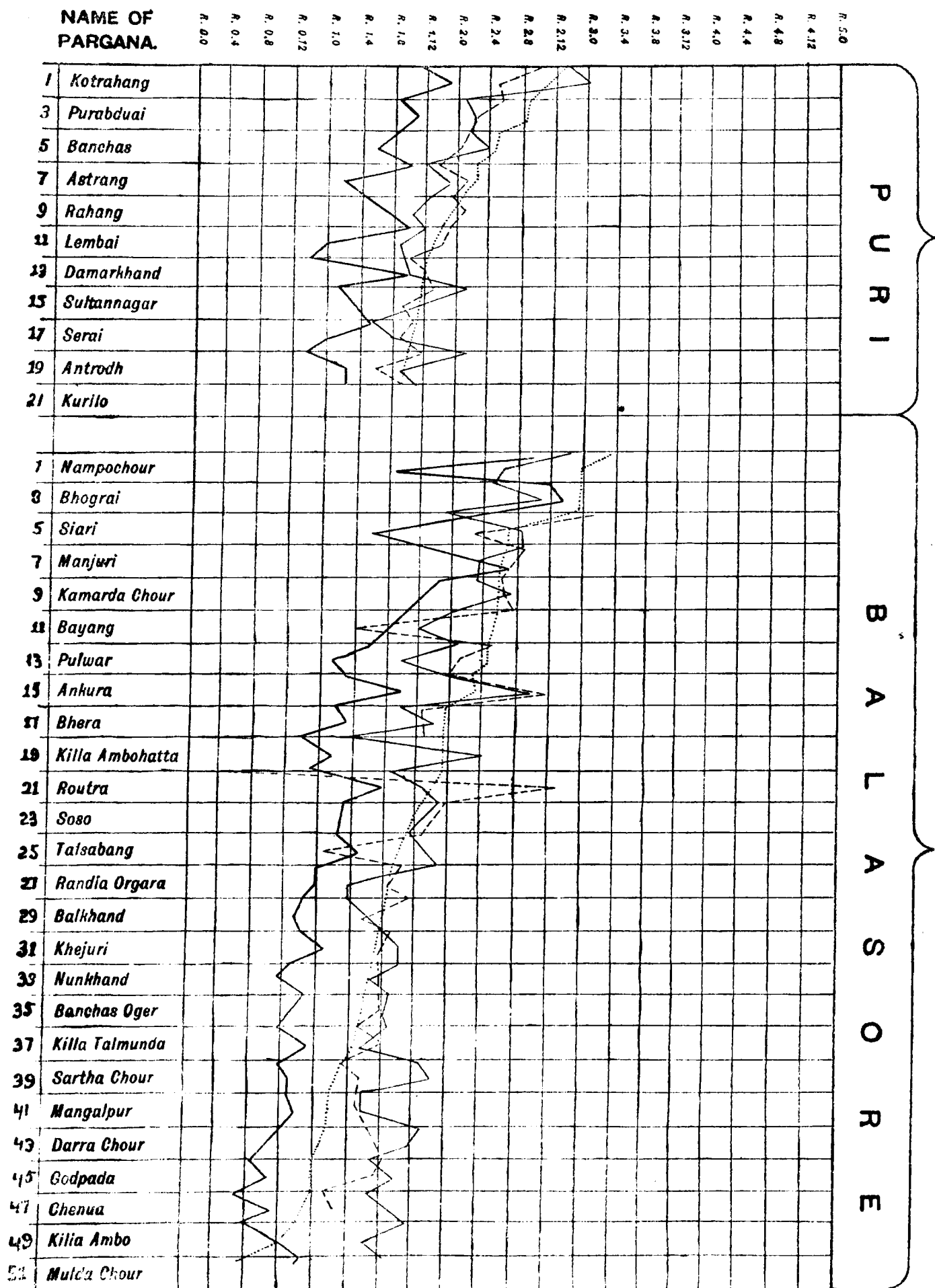


CUTTACK

REFERENCES.

Thani rents of last settlement.....
 Thani rents as now settled.....
 Bahi rents at last settlement.....
 Rents of settled and occupancy raiyats as now settled.....

**COMPARATIVE INCIDENCES OF THANI AND PAHI RENTS AND OF THE RENTS OF
SETTLED AND OCCUPANCY RAIYATS AS SETTLED AT THE LAST
AND AT THE PRESENT SETTLEMENT.**



Litho. S. L. G. Odhissi

REFERENCES.

Thani rents at last settlement
Thani rents as now settled
Pahi rents at last settlement
Rents of settled and occupancy raiyats as now settled

rents are above those of the sparsely populated district of Champaran and the comparative by backward tracts of the Central Provinces.

525. A more useful comparison may be made of the rents of occupancy Comparison of rents with those of under raiyats and tenants of Government. raiyats with those paid by under-raiyats * and by tenants holding under Government, which may be taken to be for the most part strictly competition rents.

Under-raiyats pay on an average Rs. 3-1-7 per acre in Cuttack and Re. 1-15-8 per acre in Balasore; this is, as it should be, a little, but not very much, higher than the incidence of raiyati rents in the two districts.

Tenants holding under Government pay in Cuttack Rs. 4,049 for 933 acres, an average of Rs. 4-5-6 per acre, but the area is small and a good deal of valuable *chati* land is included. By *chati* land is meant land occupied by lodging houses on the Trunk Road. It is not easy to compare the rents with actual produce. I have estimated * that the average outturn of an acre of rice land is in ordinary years 12 maunds of rice worth about Rs. 27, and to this we may add Rs. 3 for straw and bye-products, making a total of Rs. 30. At this rate the rent would average less than one-thirteenth of the total produce. The rates of rent are, however, not economically adjusted to the value of the land. Rates are generally fixed at so much per gunth ($\frac{1}{25}$ of a *man*), and in the highly rented parts of the Province the commonest rates are Rs. 6-4 to Rs. 4-11 per acre for the best class of land, Rs. 3-2 for second class *sarad* or first class *biali* and Re. 1-9 or Rs. 2-5-6 for third class lands.

The rents are thus more or less proportional to the total outturn, and consequently, leave, after deducting expenses of cultivation, a very much larger profit on good than on poor lands.

526. In the two diagrams annexed I have endeavoured to show in a Comparison of *thani* and *pahi* rents. graphic form the variation between *thani* and *pahi* rents at the last settlement and those now settled, Pargana by Pargana, arranged in a descending scale according to the incidence of *thani* rents at the last settlement.

It will be seen that the tendency has been to an equalisation of rent rates. In the Parganas where *thani* rents were highest at the last settlement, *pahi* rents have not risen up to them even after 60 years, but in the areas formerly most backward *pahi* rents are generally above *thani*. The same tendency is observable in the case of the surviving pure *thani* holdings, the most heavily assessed holdings having lapsed into *pahi* or *thani-pahi*. Almost everywhere, rents of *pahi* raiyats as now settled are higher than at the last settlement, the difference being fairly constant except in Balasore District which shows a much greater development in the low rented than in the high rented areas. Complete figures for incidences will be found in Appendices EA, EB, and EC, and I have only a few remarks to make on the peculiar variations brought out by the diagram.

Beginning with Cuttack we find that in the 18th Pargana, Tapankhand, there has been a great fall in the *thani* incidence, and settled *pahi* rents are only Rs. 2-2-4 per acre against Rs. 2-0-2 at the last settlement.

Half of this Pargana consists of a swamp, and much of it is high with a laterite soil, and its physical disabilities joined to the great increase in cultivation account for the small increase in incidence. In the next Pargana-Olas-*thani* raiyats at the last settlement refused to accept *pattas*, and all the highly assessed lands have been merged in *pahi*, which is a sufficient explanation of the falling off in *thani* rents. In Bautara, the 22nd Pargana, much of the *pahi* land, especially that recently brought under cultivation grows only *dahua* paddy and pays very light rents, so that the average incidence of the settled rents of *pahi* raiyats is only Re. 1-11-10 per acre as against Rs. 3-2-11 for *thani* at the last settlement. The *thani* incidence has not fallen, the lands being to a great extent in the hands of *Gours* (*Goalas*), who make money as personal servants. In Bargaon No. 53, and Panikhand No. 54, the fall is due to heavy floods and a deposit of sand. Instances of a large increase are in Bardiala, No. 63, where *pahi* rents have risen from Re. 1-6-2 to Rs. 3-0-5 per acre, owing principally to good management; Tikan, No. 47, where, owing to protection and the improved

* See Para, 341.

communications, *pahi* rents have risen from Re. 1-4-5 to Rs. 3-4-0 per acre, and Utikan, where they have risen from Re. 1-5-9 to Rs. 2-12-11 per acre.

Turning to Puri we find the variations smaller, but the general increase in *pahi* rents less.

In two Parganas, Serai and Matkatpatna, the incidence of *pahi* rents is a fraction below that at the last settlement; in two others, Lambai and Astrang, the increase is very small. In the first two the falling off is accounted for by the prevalence of disastrous floods; the same is the case in Astrang in a less degree, but in Lambai (Delang taluk) it is largely due to mismanagement.

In Balasore we find the greatest variations in the rents of *thani* as now settled. A very great deal of the *thani* land has lapsed and the small areas surviving show great variations. In Nampachaur, Sahabander, Matkatbad and Jalang all the *thani* has disappeared. In Bhograi, Sahabunder, Manjuri, and Katisahi, all very small areas, the former assessment was probably too high and the incidence has fallen; elsewhere there has been a steady but not very remarkable increase.

527. Raiyats without rights of occupancy represent but a very small fraction of the whole number, and hold only some 23,000 acres; much of the land shown under this heading had been only recently taken up and had not yet been assessed to rent, consequently the average incidence of the existing rents was low, only Re. 1-7 per acre, and the enhancements made come to nearly 36 per cent.

Rents are below the general average of the Province, partly because some of the land is very inferior, and partly because easy terms were generally allowed to persons breaking up lands for the first time.

528. Some 27,000 acres of homestead lands were at the last settlement assessed as *chandina* at an average of Rs. 2-14 per acre, the incidence being as high as Rs. 5-4-7 per acre in Puri and as low as Rs. 2 in Balasore. Looking to the very much larger *chandina* area in Balasore than in the other two districts combined, it appears that the low assessment must have been due to the inclusion in *chandina* of a larger area of inferior land outside the actual village site. This explanation is borne out by the fact that in Balasore it is not uncommon to find tenants described as *chandinadar* in the last settlement papers, but having *pattas* of the nature of *thani pattas* for agricultural lands (*chandinadar kudelu patta*).

Though *chandina* tenants had their rents fixed for the term of settlement most of the holdings have now become merged in the *pahi*, and only the more valuable sites are still assessed as *chandina*. This accounts for the great rise there has been in the incidence of the surviving holding. In the present settlement a few enhancements have been made in the rents of town lands, but generally speaking *chandina* rents in agricultural villages have been left alone.

The enhancements come on the whole to only Rs. 700, or 1.7 per cent, and the incidence of the settled rents is Rs. 4-8 per acre.

The rates now recognised by zamindars for homestead land are from 4 annas to 8 annas per *gunth* or say from Rs. 6-4, to Rs. 12-8 per acre, so the *chandina* raiyats may be held to have got off lightly. The above rates would of course apply to town and semi-urban areas and to the more populous Parganas of Cuttack and Puri; the incidences of *chandina* rents in villages off the Trunk Road rarely rise above Rs. 3-2 per acre.

529. *Choukidars* have been nominally assessed at full rates, but in practice it was found expedient to allow small deductions. The 20,200 acres resumed were therefore assessed at Rs. 43,000, or Rs. 2-2 per acre, being on an average three annas per acre less than ordinary raiyati land.

As a rule the *jagir* lands are of the same class with *thani*, and are certainly not below the general average of the lands of the village.

530. This includes 6,900 acres of *paik* and *hhandait jagir* assessed at Rs. 5,100, an average of twelve annas per acre, *i. e.* at half rates during the lifetime of the present holders.

The remainder is *patwari* and *chakran jagir* assessed at full rates. The *jagirs* of *khandaits* and *paiks* were of course resumed by consent, and it was necessary in certain areas to carry the resumption through by certain concessions. Government have permitted the present holders to sit at half rates for their life time.

531. These two headings apply to the various grants made by zamindars at a low rent, or more often free of rent, to Tenanins newly assessed and funanins valued for revenue. servants, kinsmen and retainers; the difference being that while the holdings shown as "newly assessed" have been resumed and assessed to rent, the others have only been valued, leaving the zamindar to make his own terms with the incumbents. In both cases the assessment is below the average incidence of *pahi* rents, chiefly because a large portion of these lands lies in the *killajat* estates where rents are low, and partly also because some leniency was naturally shown to persons assessed for the first time.

532. One hundred and seventy two thousand and five hundred acres, or about one-eleventh of the whole assessed area, is cultivated by the proprietors and proprietary Lands in the possession of proprietors. tenureholders, or sublet by them as their private (*nij-jot*) land. This has generally been valued at the village rate, and on the whole the assessment comes to Rs.2-4 per acre, which is one anna less than the average incidence of occupancy raiyats' rents. It is not, however, a fact that such lands are as highly assessed as *pahi*, and there is in most villages a difference of a couple of annas in the incidence. That, on the whole, the incidence is so nearly equal is due to the larger proportion of such land in the more highly assessed District of Cuttack, where it forms more than one-tenth of the assessed area.

There is no reason to suppose that the average letting value of these lands differs much from that of the raiyati land; for while they comprise a certain number of inferior fields thrown on the landlord's hands it is equally certain that petty proprietors and sub-proprietors generally hold the best lands of the village in their own possession.

The actual profit derived by the proprietor from his *nijchas*, whether he cultivates by his own servants or sublets on a produce rent, is of course greater than the valuation, which represents only the sum he could obtain by letting to an occupancy raiyat at a cash rent.

At first it was proposed to undervalue all lands in the direct cultivation of proprietors, and hopes of concessions not exceeding one-fourth of the total were held out to the proprietors, but when the settlement of revenue began, the Commissioner and the Board took exception to such deductions as obscuring assets, and it is only where good proofs of inferiority of land or liability to loss of crops has been given that the final assessment of the *nijchas* has been made at less than the village rate.*

In the tobacco growing country, where the best lands were held by the proprietors and collusion was suspected, an assessment at more than the village rate has been made. The same has also been the case where proprietors were found to have dispossessed *thani* raiyats, or by other such means to have got the most valuable lands into their possession.

533. So far I have been discussing only cash rents, but a good deal of land still pays a rent in kind. Practically there are but three forms of produce rent known in Orissa: the commonest is *dhulibhag*, in which landlord and tenant share equally in all the produce of the land; the most prevalent after this is *sanja*, meaning a payment of a fixed quantity of agricultural produce; the third form is *panidhan*, in which a portion of a rent fixed in cash is payable in grain at the current market rate. We also find (very rarely) *dekhamona*, a form of *sanja* or fixed proportion of the produce if the outturn is normal, but if the crop is scanty remissions are given. I will consider those these classes in order.

534. *Dhulibhag* means literally a "sharing of the dust," and implies an equal division of the grain as well as of all bye-products. Under this system the entire cost of

* Appendix A (17) and Appendix G, Part I.

† Settlement Officer to Director of Land Records and Agriculture, No. 1239 of 5th May, 1903.

cultivation is borne by the tenants, and when it comes to maturity, the crop is reaped in the presence of the landlord's agent and carried by the tenant to the threshing floor, where an equal division is made in the presence of both parties.

The tenant thus gets as his share a bare half of the produce less all expenses, the only contributions made by the landlord being the payment of half the water rate, if any, and the giving of advances of seed, to be recovered in addition to his ordinary half share of the crop.

In the case of ordinary rice land the landlord's share may be put at over 8 maunds of paddy, worth at harvest time Re. 1 to Re. 1-4 per maund, so that the rent is equivalent to Rs. 8 to Rs. 10 in cash. When to this high rent is added the popular idea that a produce-paying raiyat is a mere tenant-at-will, incapable of acquiring occupancy rights, it is not surprising that the tenants have been as eager to prove payment of cash rents as the proprietors have been to claim produce rents. It is impossible to say to what extent produce rents prevail, as in very many cases tenants holding on such terms have allowed the land to be recorded as the *nijchas* of their landlord. Sometimes, instead of actually taking half the product, the crop is appraised on the ground and half the estimated value taken in cash; this is known as the *kuta* system,

It is common enough for raiyats to pay produce rent on a small portion of the holding, and where such rent has been recorded in the case of a tenant paying directly to the zamindars or sub-proprietors the value has for the purpose of calculating the revenue been taken at the village rate. Separate figures showing the area for which such valuations have been made are not available, but I do not think it can exceed 2 per cent. of the total rent-paying land. *Dhulibhag* is, however, commonest in the case of under-raiyats and tenants of *lakhrajdars*.

The area on which it is paid by these classes of tenants in Balasore is 16,500 acres.

In Cuttack, in the 450 villages for which figures have been compiled, 4,563 acres or 1.7 per cent. of the area pays *dhulibhag*, and this would give 20,500 acres for the whole district.

535. *Phal bhag* or *rajbag*, meaning a division of the fruits or grain only, the straws or other bye-products being left with the cultivator, is a less common form of produce rent. The figures for it are included in those for *dhulibhag*.

536. *Sanja* means a contract, and is used of a rent in kind fixed at a certain quantity, payable good season or bad. It is very rare in both Cuttack and Balasore, but common throughout the Puri district. In Balasore non-mahal tenants pay *sanja* for about 500 acres, and I think the total *sanja*-paying area within the temporarily-settled estates of these two districts is less than 2,000 acres. The *sanja* is fixed at so many *gaunis* or *pautis* of paddy, *kulthi* or other grain per *gunt* with in many places some molasses or tobacco leaves. In Balasore Mr. Kingsford, taking the price of paddy at Re. 1-2 per maund, finds the money value of the *sanja* to vary from Rs. 3 per acre in the case of under-tenants to Rs. 4-8 per acre in the case of tenants of *lakhirajdars*. In Cuttack and Puri the *sanja* varies from 1 to 2½ *gaunis* per *gunt*, or say from three maunds to eight maunds per acre. The average is about six maunds to the acre, worth in a good year Rs. 6 and in bad about Rs. 9. It thus presses most heavily on the raiyat just when he is least able to afford it.

537. *Dekamona** has been already explained. I have only found it in the Puri district. It is probably due to the interference of Mr. Wilkinson, who did so much for the raiyats of all kinds in the way of providing remissions.

538. *Panidhan* or *katdhan*† is an arrangement whereby a part of a cash rent is payable in kind, e. g., a tenant with a nominal rent of Rs. 4 may have to pay Rs. 3 in cash and give also one rupee's worth of grain. The landlord fixes the rate, so that the tenant generally has to pay something more than he could sell for the same money in the open market,

* The Special Judge has in a recent appeal ruled that such a form of rent is not recognised by any law.

† Locally known also as *reshi* and *sahan*.

589. Though Section 40 of the Bengal Tenancy Act has been extended to Orissa, very few applications have been received for the commutation of produce rents. Landlords as a body preferred produce rents, and tenants were slow to avail themselves of their new privilege. Indeed, in the case of *dhulibhag*, the cash equivalent of the rent was so high as to effectually deter applicants who would have found a fixed rent of eight or ten rupees more difficult to pay than half the produce.

In one instance a produce rent was converted to a cash rent of Rs. 9-6 per acre, and the landlord was still dissatisfied and wanted more.

540. There is a very marked difference between the three districts, which is summarised in the following statements :—

DISTRICT.	Increase percent. of existing over last settlement assets.	Increase percent. of settled over existing assets.	LAST SETTLEMENT INCIDENCE.				PRESENT SETTLEMENT INCIDENCE.			
			<i>Muffasal jama.</i>	<i>Thani rents.</i>	<i>Pohi rents.</i>	<i>Nij-jot.</i>	<i>Muffasal jama.</i>	<i>Thani</i>	Occupancy raiyats	Proprietors lands.
1	2	3	4	5	6		8	9	10	11
Cuttack	65	12	1'13	2'13	1'15	1'12	2'8	2'14	2'14	2'10
Puri	30	12	1'7	2'1	1'8	1'13	1'12	1'15	1'15	2'6
Balasore	72	16	1'3	1'11	1'3	1'4	1'11	1'13	1'13	1'12

DISTRICT.	Number of holdings at present settlement excluding raiyats and tenure holder raiyats.	AREA ASSESSED.		ASSETS.				INCIDENCE OF RENTS PER ACRE.			
		At last settlement.	At present settlement.	At last settlement.	At present settlement.		Difference between assets.		At last settlement.	At present settlement.	
					Existing.	Settled.	Past and existing.	Existing and settled.		Existing.	Settled.
1	2	3	4	5	6	7	8	9	10	11	12
		Acres.	Acres	Rs.	Rs.	Rs.	Rs.	Rs.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Cuttack	650,600	621,000	822,500	11,21,600	18,47,400	20,72,900	+7,26,900	+2,25,500	1 14 0	2 4 0	2 8 0
Balasore.	370,290	493,200	692,200	5,75,600	9,38,800	11,51,400	+4,13,200	+1,62,600	1 2 8	1 6 10	1 10 7
Puri (without Khurda)	204,400	302,400	373,300	4,41,600	5,73,400	6,43,400	+1,31,800	+70,000	1 7 4	1 8 7	1 11 7
Total.	1,225,290	1,416,600	1,888,000	21,38,200	34,09,600	38,67,700	+12,71,900	+4,58,100	1 8 0	1 13 0	2 1 0

It is thus apparent that while the incidence of the assessment of Puri was at the last settlement higher than that of Balasore, not only has there been a far greater extension of cultivation in the latter district, but rent rates have been nearly equalised in the two.

In Cuttack, on the other hand, the former assessment was much higher than in the other districts, yet rent rates have risen during the term of settlement to a greater extent than in Puri.

In Balasore the comparatively low assessment appears to have been due in part to the disastrous floods of 1831 which had thrown much land out of cultivation, and partly to the scantier population. Even now, after 60 years of development, the population, according to the last census returns is only 481 to the square mile in Balasore against 533 to the square mile in Cuttack. Some difference is also to be put down to the larger area in Cuttack which is twice cropped, and to the greater amount of protection from flood and drought. In Balasore for the most part the cultivated area consists of *sarad dhan*, and grows only one crop. Lastly, in Cuttack, zamindars, managers and *gumasthas* are better educated and better skilled than in most parts of Balasore. Even with all these allowances it still appears that Balasore is more lightly assessed than Cuttack. The reason for the lower rents at the last settlement in Puri than in Cuttack is, I think, to be traced to the greater liability of many parts of the district to flood and drought, particularly to the latter. The returns of 38 years show that the average annual rainfall in Puri is 58.85 inches against 60.87 in Cuttack and 66.34 in Balasore, and the fall is very unequal in different localities.

Something also may be put down in Puri to the personality of the Settlement officer, Mr. Wilkinson, whose assessments were most marked by moderation.

The rise in rents during the settlement now expired has been far less in Puri than in the other districts. Cuttack no doubt has enjoyed greater advantages in the matter of protection and irrigation, but, as I shall shortly show, the increase in rents is by no means confined to those favoured tracts,* and the incidence of the *pahi* rents in the inundated Parganas bordering on Puri has risen from Re. 1-15 to Rs. 2-7 per acre.

On the other hand, in Puri the incidence of raiyati (*pahi*) rents has risen only from Re. 1-8 to Re. 1-15 per acre, and this small increase is to be accounted for by the liability of the district to damage by floods and by salt from the Chilka Lake. Again, in Puri the privileged tenants, especially *bazyafidars*, were assessed at the last settlement to much higher rents than elsewhere, the average being nearly As. 10 per acre against As. 6 per acre in Cuttack; also in more than 25 per cent. of the assessed area rents fixed for the term of settlement have survived.

It is probable, I conclude, that for the most part this difference in incidence and development of rents represents a real superiority in the soil of Cuttack, but it is also certain that in parts of Puri petty proprietors and tenureholders holding large areas in their immediate possession have found it to their interest to understate rents, while some estates, such as Delang, are so mismanaged that the proprietors have no proper rent roll. In fact, the proprietor of Delang (the Puri Raja) has, I understand, appointed a succession of *gumasthas* who have been successively dismissed after plundering the raiyats and without rendering any accounts.

541. The enhancements made in this settlement are equal in Cuttack and Puri (i. e., 12 per cent.) and one-third more in Balasore, the difference being chiefly in the larger amount of excess area in the last district. It is possible that the enhancements for excess area would have been larger in Puri and Cuttack, but attestation had to some extent to be made twice over, and zamindars filed revised *ekpadias* giving in many cases the areas for their tenants as recorded in the survey papers. Thus there was less excess area. In Balasore no re-attestation was done, and on the whole the papers of the zamindars were even less up-to-date than those of the zamindars elsewhere. In addition to this fact also the progress of extension of cultivation is still very rapid on the east and west of the District.

542. The number of tenants, for whom rents were settled in the Province (excluding Khurda) amounts to 1,501,869, and from this number it is necessary to exclude 49,307 *nijchas* holdings in respect of which valuation revenue has been made.

The balance is 1,452,562, dealt with as follows :—

	Per cent.
Rents increased for excess area	188,607 or 13
Rents reduced for loss of area	46,699 or 3
Rents newly assessed	87,467 or 6
Rents altered on other grounds	348,717 or 24
Rents retained	781,072 or 54
Total	1,452,562

We must, however, not lose sight of the fact that out of 15 lakhs of tenants only 1,225,000 are paying direct to the proprietor or proprietary tenureholder, i. e., nearly three lakhs of under-tenants or tenants of tenureholders are included in the figures. In the large majority of these cases no application was made for settlement of rent, and the existing rent was generally settled unless it was *prima facie* inaccurately recorded. The results of interference in existing rentals may therefore be expressed as follows :—

	Lakhs.
Total...	12.25
Deduct	5 <i>nijchas</i> .
Balance	11.75

out of which rents were retained in the case of not more than 6 lakhs or about 50 per cent.

* See also Chapter V, *supra*.

It may be generally stated that the rents of *pahi* settled raiyats in a village have not been altered except —

- (a) Where a particular raiyat was found to be paying rent the incidence of which was 25 or 33 per cent. less than the general incidence and there was no good reason for payment of the low rent.
- (b) Where the area held by the raiyat was found to be less by 10 per cent. or more by 10 per cent. than the area for which he was found to be paying rent to his landlord.
- (c) Where the raiyat had hitherto paid no rent and could show no valid reason why he should not do so.
- (d) Where his landlord specially applied for enhancement.

As regards alteration of rents in 1896-97 the figures of rents retained was 56 per cent. This is due to the fact that a large area of Cuttack was dealt with in which there were many under tenants whose rents were retained and to the fact that Sri A. Mackenzie's amended rules did not take effect till the end of the field season. In 1897-98 and 1898-99 the percentages fell to 51 and 49 partly owing to the large increase of cultivation in Balasore and partly owing to a more thorough working of the amended rules.

The record of the number of raiyats who did not attend and whose rents were either maintained *ex-parte* or enhanced *ex-parte* after service of special notice was not accurately kept till the last two field seasons. Out of nearly 4½ lakhs of tenants whose rents were settled during these two years the rents of less than 6,100 were maintained and of less than 2,300 were enhanced *ex-parte*. I do not vouch for the strict accuracy of these figures, but they do tend to show that attendance was good and that great pains taken to secure the appearance of absentees. It must also be mentioned that inspecting officers too considerable trouble to ascertain, at the time of local inspection of Assistant Settlement Officers' camps, that raiyats were not being harassed by infringement of the rule to hold camp within three miles of the furthest corner of a village.

I append a statement of appeals, from which it will be seen that raiyats were generally satisfied with the work of Assistant Settlement Officers :—

Total number of appeals	...	295
Dismissed for default	...	17 or 5.75 per cent.
Decisions upheld	...	150 or 50.94 per cent.
Decisions modified	...	8 or 2.71 per cent.
Decisions reversed	...	48 or 16.27 per cent.
Remanded for re-trial	...	72 or 24.40 per cent.

Most of these appeals were against decisions as to possession or title, and but a very small proportion against the rents settled.

543. It now remains to compare rents in smaller local areas, and for this purpose figures have been given showing the incidence of rents and developments of assets and cultivation in each Pargana (Appendices DA and EA).

I have further grouped the Parganas of each district into Blocks with more or less homogeneous features, and for each such block a complete statement of assets past and present will be found in the Appendices AB, AC., etc., down to CN.

To begin with Cuttack, I have divided it, starting at the north-west corner into eleven groups, and the figures for these groups are given in the Appendices.

The first group consists of the four temporarily settled *killajat* estates of Ragri, Balarampur, Chausathipara and Kantajhar. All four were at the last settlement backward tracts covered with jungle and more akin to the *garhjats* than to the settled Parganas of the District.

The assessments were purposely made in a most lenient spirit, especially in the case of the many invalid grants to the kinsmen and retainers.

In this settlement it was found that Kantajhar, which had passed into the hands of the Maharaja of Keonjhar, was in much the same condition as other

temporarily settled estates, while Ragri and Chausathipara, though still managed under a patriarchal system, were opened up and well cultivated; Balarnpur, however, was still far behind the neighbouring Parganas in development.

Over the whole block, cultivation had extended by more than 60 per cent., and the incidences of raiyats' rents had been trebled. It was found, however, that rents had rarely been collected from the tenures resumed at the last settlement, and it was only after many remonstrances that the *bazyafidars* consented to have their rents enhanced as in other parts of the District. Their rents were raised eventually from Rs. 647 to Rs. 1,786, and the incidence from As. 4 to As. 10 per acre. Nearly all *thani* holdings were found to have lapsed and the *pahi* area to have increased from 2,500 to 7,900 acres, while the average incidence had risen from As. 9 to Re. 1-11. Further enhancements were made on account of excess area and rents settled at an average of Re. 1-14 per acre. Lands in the possession of the proprietors were often valuable, and have been assessed at an average of Rs. 2-3 per acre. More than 8,500 acres were held by kinsmen and hangers-on of the proprietors either rent-free or on quit-rents. Of these over 7,000 were valued for revenue purposes at a total of Rs. 12,089, while another 1,400 acres were, with the consent or on the application of the occupants, assessed to rent at an average of Rs. 2 per acre.

By these operations the last settlement *mufassal jama* has been raised from Rs. 5,572 to Rs. 33,998, or by 510 per cent; but of the assets only some Rs. 20,782 are recoverable by the proprietors, the rest having been alienated in various ways.

Block B comprises the nine Parganas of Shergarh, Jaipur, Dolegram, Katia, Tisania, Matkatabad, Saheb Nagar, Manjuria, and Ahyas lying on the south of the Baitarani river.

The first of these consists for the most part of a high and comparatively sterile rice plain. The others are for the most part protected and to a considerable extent irrigated, though only one of very recent years. To the east, much of Dolegram, Ahyas, Katia and Tisania is very low and liable to inundation through breaches in the Kharsua embankment and by the back-water of the Baitarani. The low lands have benefited by protection and irrigation, especially the very low *dahua* lands; it is not so certain that the floods were not on the whole beneficial to the higher land.

At the last settlement the assets of this block were Rs. 1,54,600, and the average incidence per acre Re. 1-7, *thani* rents averaging Rs. 2-5 and *pahi* Re. 1-10 per acre.

During the term of the settlement there was but a small lapse of privileged tenures, but seven-eighths of the *thani* holdings merged into *pahi* or became combined with it to form *thani-pahi* holdings, with a falling off of an anna per acre in the incidence. *Pahi* rents had on the whole block meanwhile risen above *thani*, though in the flooded Fargana of Ahyas and in the high lands of Sargarah they were still a few annas lower.

In the present settlement raiyati rents were found to be generally high enough and were only enhanced from 5 to 7 per cent., the incidence of the rents as settled being Rs. 2-9 for occupancy raiyats and Rs. 2-6 per acre for *thani* and *thani-pahi*. Probably the latter could have stood some further enhancement, but it was part of the policy of this settlement to treat with leniency the ancient occupiers of the land.

Over 2,100 acres of *jagir* land have been resumed and settled at rather lower rates than raiyats are paying, and 2,430 acres of invalid assignments by zamindars were either assessed to rent or valued for revenue. More than 19,600 acres, nearly a seventh of the assessed area, was held as private land by proprietors and proprietary tenureholders; it has been valued at an average of Rs. 2-9 per acre, the same as the incidence of the settled rents of raiyats. The assessment may be taken to represent the full letting value of the land.

As the result of these operations the new *mufassal jama* of the block is Rs. 3,18,400, i. e., 1½ per cent. above that recorded as existing at the beginning of this settlement and 106 per cent. in excess of that fixed at the last settlement. At the same time the assessed area has increased from 106,800 to 141,900 acres, or by 33 per cent., and the incidence of the *jama* per acre from Re. 1-7 to Rs. 2-4. The increase is therefore above the average, but the incidence of the assessment is

below the average of the district. This is accounted for by the inferiority of the lands of Sargarh and Ahyas.

The third block consists of three Parganas at the mouth of the Baitarani and Kharsua-Bautara, Kaima and Barha, all low-lying saline tracts growing chiefly *dalua* and *sarad* rice. The people depend to a considerable extent on fishing and large numbers emigrate to Bengal, where they serve as bearers and *chaprasis*.

The assessment made at the last settlement was low, only Re. 1-11 per acre on *thani* lands and 15 annas on *pahi*.

More than half of the *thani* lapsed completely and some was combined with the *pahi* to form *thani-pahi* holdings, while the incidence came down to Re. 1-8 per acre, and that of *pahi* rose to Re. 1-8 per acre. In the present settlement only very trifling enhancements were made, viz., 6 per cent. on the existing *thani*, 2-3 per cent. on the *thani-pahi* and 5 per cent. on the *pahi* rents.

Privileged tenures had for the most part survived only some 300 acres out of 2,600 having lapsed. Owing to the low rate of raiyati rents the enhancements were less than usual, being only 137 per cent. in the case of *nisfi bazyafti* and 43 and 57 in the case of *kamil bazyafti* and *kharida jamabandi*. The incidences per acre of the rents settled for these three classes were As. 13, As. 14, Re. 1-1 respectively.

House-sites in such an area were valuable and rents of *chandinas* therefore averaged Rs. 5 per acre. Out of 116 acres, however, only 48 acres have survived.

The proprietors' private lands made up over one-fourth of the assessed area and in view of their liability to damage by floods and drought have been assessed at an average of only Re. 1-4.

On the whole the result of this settlement may be summed up as follows:—

Assessed area at last settlement.	...	17,000 acres.
Assessed area at this settlement.	..	20,700 acres.
Increase of assessed area.	...	22 per cent.
Mufassal jama at last settlement.	...	Rs. 17,700
Ditto at this settlement.	..	Rs. 29,500
Increase of Mufassal jama	...	Rs. 66 per cent.
Incidence at last settlement.	...	Re. 1-1 per acre.
Incidence at this settlement	...	Re. 1-7 per acre.

The low incidence and small increase appears to be fully accounted for by the nature of the country, but it is probable that with the canalisation of spill channels there will in future be a great extension of *dalua* cultivation.

In the fourth block I include Parganas Jodh, Olas, Baruan, Kalamatia, Hatimunda, Sultanabad, Alti, Baragaon, Kuhunda, Jaipur, Dibi Arakhpur, forming the great spill area of central Cuttack enclosed between the Kharsua embankment on the north and the Patamundai canal on the south-west and flooded by the Kharsua, Brahmani, and Birupa and their branches.

Part is of course protected and a little in Alti irrigated, but on the whole these Parganas may be said to be liable to frequent damage by flood and more rarely by drought.

At the last settlement rates were high in this block, *thani* rents averaging Rs. 2-14 and *pahi* Rs. 2-6 per acre and this in spite of considerable reductions in the pre-existing rates. A good deal of the *thani* as in Olas was not engaged for, and less than a sixth now survives as pure *thani* and about a half as *thani-pahi*. The incidence at the same time fell off, and at the beginning of the present proceedings *thani* rents averaged only Rs. 2-7 and *thani-pahi* Rs. 2-9 per acre, while the incidence of *pahi* rents had risen to Rs. 2-12 per acre. The difference I ascribe not to any superiority in the Puri *pahi* lands, but that *thani-pahi* rents were fixed many years ago and were much more difficult to enhance afterwards than those of the ordinary tenant-at-will.

In this settlement *thani* rents have been raised by 11 per cent, *thani-pahi* by 4 per cent. and *thani* occupancy raiyats' rents by the same amount; the average incidence of the settled rents per acre being for the first two classes Rs. 2-11 and for the third Rs. 2-14. Non-occupancy raiyats' lands, being generally newly reclaimed and inferior, are assessed at only Rs. 2-7 per acre. It

is to be noted that the smallness of the enhancement of *pahi* rents in this block is due to the fact that in some villages of Olas, Baruan, Kalamatia, and Kuhunda Jaipur very considerable reductions had to be made on account of the deposits of sand left by the floods of recent years, culminating in the heavy floods of 1896. In this block there has been very little lapse in the privileged tenures except in the case of resumed jagirs. The *nisfi bazyafii* rents have been enhanced by 156 per cent. and are settled as Re. 1-2 per acre. *Kamil bazyafii* is enhanced by 50, and *kharida jama-bandi* by 78 per cent. *Chandina* rents averaged Rs. 4-5 per acre, and a little over a third survives to this day and pays an average of Rs. 4-10 per acre.

The proprietors and tenure-holders are in possession of only one-twelfth of the assessed area. This small portion is due to the fact that Kalamatia, Alti, Baragaon and Dihi Arakhpur contain large estates for the most part *hastabud* and that some of the principal proprietors are non-resident.

The results of the settlement of this block may be summed up as follows :—

Assessed area at last settlement	...	...	88,100 acres.
Assessed area at the present settlement	...	...	1,27,400 acres.
Increase of assessed area	...	...	44½ per cent.
<i>Mufassal jama</i> at last settlement	...	...	Rs. 1,67,100
Ditto at this settlement	...	...	Rs. 3,26,400
Increase of <i>Mufassal jama</i>	...	...	95 per cent.
Incidence at last settlement	...	...	Re. 1-14-0 per acre.
Incidence at this settlement	...	...	Rs. 2- 9-0 per acre.

Thus both the actual incidence of the assessment and the increase in cultivation in *mufassal jama* and in the incidence of the *mufassal jama* is above the average of the District.

This can only be accounted for by the excellent harvest obtained in good years and the large area twice cropped; in bad years a large part of the rents is irrecoverable, but is generally carried on for realisation in a good year.

In Block E, I include the Parganas on either bank of Range No. 1 of the High Level Canal—Kerualkhand, Kanchikhanda, Kokuakhand, Tapankhand, Dalijora and Panikhanda.

Of these the first three are for the most part protected and irrigated. Dalijora is a rather wild and backward tract covered with hills and jungle, while Tapankhand consists partly of a laterite plain and partly of a low-lying swamp at the foot of the Dalijora hills. Panikhanda is a small temporarily-settled estate on the borders of Athgarh and considerably damaged by the floods of the Mahanadi. The *thani* lands of this block were assessed at an average of Rs. 3-3 per acre, and about a third still survives as pure *thani* and a fifth as *thani-pahi*. The high rate was due partly to the fertility of lands in Kokuakhand and Kerualkhand and partly to the inclusion in *thani* of a large area of valuable homestead land. The incidence fell off during the settlement to Rs. 3 for *thani* and Rs. 2-10 for *thani-pahi*.

The incidence of *pahi* in the meantime had risen from Rs. 2-2 to Rs. 2-11 per acre. Rents were generally so high that there was no room for further enhancement, and after deducting the amounts reduced in Panikhanda and along the banks of the Birupa, where embankments had changed the nature of the land, the enhancements are only 3 per cent. for *thani* and for *pahi*, and 3.6 per cent. for mixed *thani pahi* holdings. It is to be observed that there is great variation in the rates in this block, the incidence of the settled rents of occupancy raiyat, per acre varying from Rs. 3-6-2 in Kerualkhand, Rs. 3-2-2 in Kokuakhand, Rs. 2-8 in Dalijora and Rs. 2-2-2 in Tapankhand and Rs. 2-0-4 in Panikhanda. The differences are due to differences in the fertility of the land and in the advantages enjoyed in the matter of protection, irrigation, and communications. The privileged tenures in this block were rather highly assessed, but have nevertheless survived with the loss of about 280 acres of *kamil* and 60 acres of *nisfi bazyafii*. The enhancements made are below the average, viz., 142 per cent. for *nisfi bazyafii*, 46 per cent. for *kamil* and 38 per cent. for *kharida jamabandi*. The incidence of the settled rents is, however, above the average for the District.

Chandina lands were very highly assessed at Rs. 5-14 per acre and two-thirds of the original area still survive and pay Rs. 5 per acre. About one-thirteenth

only of the area is held by the proprietors, some of whom, as those of Dalijora, are non-residents. The assessment at Rs. 2-9 per acre is probable equal to the letting value of the lands of which some are certainly inferior. The large *sairat* assessments are chiefly for forest produce in Dalijora and Tapankhand and for the extensive fisheries of Panikhand.

The results of the settlement may be summed up as follows :—

Assessed area at last settlement...	...	...	22,400 acres.
Assessed area at the present settlement	...	...	28,700 „
Increase of assessed area	...	...	28 per cent.
<i>Mufassal jama</i> at the last settlement	...	...	Rs. 48,900.
Ditto at this settlement	...	...	Rs. 76,000.
Increase of <i>Mufassal jama</i>	...	...	Rs. 55 per cent.
Incidence at the last settlement.	...	...	Rs. 2-3 per acre.
Incidence at this settlement.	...	...	Rs. 2-10 „

It will be seen that the increase both of cultivation and of assets is below the normal. Very little land is left for reclamation, except in the jungles of Dalijora and the plains (Benapat) of Tapankhand. The assessment of the good lands on the south of the canal was already so high at the last settlement that there was little room for increase, and the general incidence of rents is kept down by the inferiority of the lands west of the canal.

Block F contains the principal Parganas protected and irrigated by the Kendrapara Canal system, viz., Swaraswati, Karimul, Padampur, Sungra, Matkatnagar, Asureswar, Chaudakulat, and Nahakhand.

The first and last three were at the last settlement exposed to flood, but the others were for the most part protected and represented the most advanced area in the District.

Thani rents averaged Rs. 3-5 per acre and, even so, more than half has survived as pure *thani* and another sixth is in mixed *thani-pahi* holdings. The incidence fell in the case of pure *thani* to Rs. 3-1 and of *thani-pahi* to Rs. 2-13 per acre. *Pahi* incidence, however, had risen from Rs. 2-2 to Rs. 3-4 per acre. It is reasonable to suppose that part at least of the higher rents of pure *pahi* may be ascribed to enhancements made by the zamindars on account of the advantages conferred by protection and irrigation, but it will be seen from Appendices AG. that in Sungra and Asureswar *pahi* rents are still lower than in the *thani*, and in Matkatnagar, Nahakhand and Chaudakulat the rates are nearly equal.

The enhancements made by the present proceedings were from 3 to 5 per cent. and resulted in the settlement of *thani* rents at Rs. 3-3, of *thani pahi* at Rs. 2-15, and of ordinary occupancy raiyats at Rs. 3-6.

Non-occupancy raiyats are also assessed at Rs. 3-6 per acre, there being no reason to allow more lenient terms for new cultivation in an irrigated area.

Homestead lands are plentiful in this area, and *chandina* rents therefore moderate, the incidence at the last and at the present settlement being Rs. 4-8 per acre.

There being a large population of respectable persons (*Bhadralok*), the former *bazyafiti* were out of all proportion to raiyati rents and have been largely enhanced—*nisfi bazyafiti* by 232 per cent., *kamil* by 51 per cent., and *kharida jamabandi* by 82 per cent. The incidence of the rents settled for *nisfi bazyafiti* is Re. 1-2 per acre, or a third of the full letting value. The apparent increase in the *nisfi bazyafiti* area is due in part to the exclusion from the last settlement area of waste lands, and partly to the inclusion of some *kamil* lands in the area at this settlement; about one-fourth of the *kamil bazyafiti* has slipped into *pahi*.

Nijchas lands form rather more than one-eleventh of the assessed area, and are valued at an average of Rs. 3-2 per acre. This represents the minimum letting value. The results of the settlement may be summed up as follows :—

Assessed area at the last settlement	...	...	93,000 acres.
Ditto at this settlement	...	...	119,000 „
Increase of assessed area.	...	...	28 per cent.
<i>Mufassal jama</i> at the last settlement.	...	...	Rs. 1,95,700
Ditto at this settlement.	...	...	Rs. 3,53,700
Increase of <i>Mufassal jama</i> .	...	...	81 per cent.
Incidence at the last settlement.	...	...	Rs. 2-2 per acre.
Ditto at this settlement.	...	...	Rs. 2-15 „

The increase in cultivation and assets is thus rather below the average of the district, and this may be put down to the advanced state of this area at the last settlement. The incidence has increased by thirteen annas is a good deal above the average of the district, and this must at least in part be put down to the benefits conferred by Government by the construction of roads, canals and embankments.

Block G consists of the eight Parganas of Utikan, Neulbisi, Atkhanta, Kutabsahi, Utihar, Derabisi, Damarpur and Chhedra.

The first three of these form a low rice plain, encircled by tidal rivers from the waters of which they are partly protected by embankments, having a slightly saline soil and to some extent irrigated from the Gobri Extension canal. The other Parganas consist of temporarily settled lands within permanently settled tracts of a generally similar character.

The whole block has been greatly improved by the construction of the canals and the connected embankments and drainages.

At the last settlement *thani* rents were fixed at Re.1-15 per acre, and only a little above one-tenth as survived as pure *thani*, and a little over one third in the *thani-pahi* mixed.

Pahi rents have risen well above *thani*, and in consequence *thani* rents have been enhanced by 18 per cent. and *thani-pahi* by 13 per cent. Even so, the latter pay 6 annas in acre less than the settled rents of *pahi*, which average Rs.2-12 per acre.

Non-occupancy raiyats pay Rs.3-15 per acre, chiefly for the tobacco-growing *pal* lands in Utikan, in which a sort of utbati system prevails. About one-eleventh of the assessed area is in the immediate possession of the proprietors and has been assessed at Rs.2-15 per acre. This is higher than the average incidence of raiyati rents, the valuation having been raised at the time of settling the revenue, on the ground that the zamindar had by illegal means dispossessed raiyats of their best lands.

In this block *bazyaftidars* were somewhat highly assessed at the last settlement, so that though *kamil bazyafti* rents are enhanced by only 8 per cent. and *nisfi bazyafti* by 175 per cent. the incidence per acre of the settled rents is Re. 1-11 for *kamildars* and Re.1-8 for *nisfi bazyaftidars*. Generally in this block all *bazyafti* rents are fixed at two-thirds of the village rate.

The result of the present settlement is summarised below :—

Assessed area at the last settlement.			36,900 acres
Ditto at this settlement.	}	...	43,000 ..
Increase of assessed area.			17 per cent.
Muffasal jama at the last settlement.			Rs. 56,500
Ditto at the present settlement.	}	...	Rs. 1,09,900
Increase of <i>muffasal jama</i> .			94½ per cent.
Incidence at the last settlement.			Re. 1-8 per acre.
Ditto present settlement.	}		Rs. 2-9 ..

The increase in cultivation is thus below, and the increase in assets above, the average of the district. There is not much room for further extension of cultivation in this area, and the development must be ascribed to the opening of the country by the canal and the ready means of export of grain from Chandtali, and to the good management of the proprietors of Utikan, who, though themselves non-resident, have employed a very able manager.

The incidence of the assessment is slightly above the average of the district and is certainly not low for such lands.

In the block marked H are contained the principal Parganas in the Mahanadi valley, between the Kendrapara canal on the north and the Taldanda canal on the south. These Parganas are all liable to inundation by very high floods, but are more or less secure from damage in ordinary years.

To the west Painda and Suhang receive the full rush of the water, and in spite of a few *bandhs* the crops are often washed away.

Kusmandal and the eastern half of Suhang are protected, and the southern part of Balubisi is both protected and irrigated.

The central portion of the block in Balubisi and Suknai is too high to suffer from inundation in ordinary years, but the waters spill over eastern Suknai and parts of Paena, Abartak and Anabartak. This block has received little benefit from protective or irrigation works and is but ill provided with roads, and yet it is one of the richest and most highly assessed in the province.

Thani rents at the last settlement were Rs. 3-8 per acre, the highest figure of all the blocks. About one-fourth has survived as pure *thani* with a fall of annas 7 in the incidence, and as much more survives as *thani-pahi*. The rents being already high have in this settlement been only enhanced by 5 per cent. and now stand at Rs. 3-4 per acre for *thani* Rs. 3-5 per acre for *thani-pahi*.

Pahi rents show a large increase from Rs. 2-5 to Rs. 3-3 per acre, and have in the present settlement been enhanced up to Rs. 3-5 per acre. In most villages the incidence is still less than that of *thani* rents at the last settlement. The small enhancement in this settlement, 4-5 per cent., is due partly to the rents being already too high, and partly to some reductions for damage done by sand in Suhang, Kusmandal and Suknai, which have been set-off against the increase.

One-twelfth of the assessed area is in the hands of the proprietors, and has been valued at Rs. 3-1 per acre. In almost all cases the valuation has been made at the village rate and is a trifle below the full value at which the land would let, but I do not think it is any too lenient considering how many villages are liable to the loss of crops by inundation.

As many respectable and influential persons formerly lived in these parts, *bazyafiti* lands were most lightly assessed, the incidence of the rents of *nisfi bazyafiti* being only As. 6 per acre, or less than one-sixth of the *pahi* rate.

It was consequently necessary to make very large enhancements in this settlement, and the rents of *nisfi bazyafiti* have been raised by 202 per cent. and those of the *kamildars* by 72 per cent., the incidences of the settled rents being respectively Re. 1, and Re. 1-5 per acre. *Kharida jamabandi* rents have also been enhanced by 80 per cent. and settled at an average of Re. 1-10 per acre.

The results of the settlement may be summed up as follows :—

Assessed area at the last settlement.	}	...	{	60,400 acres.
Ditto at this settlement.				76,100 "
Increase of assessed area.				26 per cent.
<i>Mafasal jama</i> at the last settlement.	}	...	{	Rs. 1,30,700
Ditto at this settlement.				Rs. 2,20,400
Increase of <i>Mafasal jama</i> .				69 per cent.
Incidence at the last settlement.	}		{	Rs. 2-3 per acre.
Ditto this settlement.				Rs. 2-14

The extension of cultivation and increase of assets is below the average of the district, and this may be put down chiefly to the very advanced state of this tract at the last settlement and to the absence of any improvement in its physical condition.

It does not appear, however, to require protection or irrigation, as the richest and most highly assessed villages are in the unprotected parts of Balubisi. Mr. Carey, who was in charge of the assessment of this block, recommended the canalisation of some of the *Jhors* and spill channels and the provision of sluices as the best method of securing the country from floods and drought.

Block I consists of Parganas Cuttack Haveli, Bakhrabad, Bahurupa Kodinda and Motri in the immediate neighbourhood of
Block I, Cuttack town.

They present a very great diversity of physical characteristics. Cuttack Haveli and Bakhrabad contain highly assessed urban and suburban areas, besides large expanses of almost valueless land. Bahurupa and Motri are hilly and more akin to the Khurda Government estate than to the plains of Cuttack.

Half of Kodinda is protected and irrigated, and half is subject to serious damage by inundation. Except in the protected area of Kodinda the agricultural condition is almost the same as at the last settlement; a great deal of the land is inferior, but there is much garden cultivation for the supply of the market of Cuttack.

Thani rents at the last settlement averaged Rs. 2-7 per acre, and the assessment was a high one for the quality of the land: rather more than half of the

holdings have survived, with a fall of incidence in the case of *thani-pahi*. *Thani* rents are still almost always higher than *pahi*, and the small enhancements made are counterbalanced by reductions of rent on account of damage by sand in the villages of Kodinda and Eastern Bakhrabad due to the bursting of the Mahanadi and Katjuri embankments.

Pahi rents rose from an average of Re. 1-13 to Rs. 2-7 per acre, and have been further enhanced by 4 per cent. chiefly for excess area. The enhancements would have been considerably greater, but, as in the case of *thani*, reductions had to be allowed for damage caused by deposits of sand.

The *chandina* area has increased from 564 to 683 acres, and the incidence per acre from Rs. 3-13 to Rs. 5-11 per acre; the high rate is of course due to rents in the town and its neighbourhood.

About a twelfth of the assessed area is in the hands of the proprietors and has been valued at Rs. 2-10 per acre; that this is higher than the average incidence of raiyati rents is due only to the fact that the lands lie chiefly in the more highly assessed villages.

The culturable area assessed consists of unoccupied houses and sites in the town.

The assessment of *bazyafiti* was high, because in these tenures were included many valuable homesteads and house sites, and as there has been a large extension of cultivation and a great increase in the value of house property, the rents have been largely enhanced, *nisfi bazyafiti* being raised 205 and *kamil* 107 per cent.

The results of the settlement may be summed up as follows :—

Assessed area at the last settlement.				24,800 acres.
Ditto this settlement			...	34,300 "
Increase of assessed area.				38 per cent.
<i>Mufasal jama</i> at the last settlement.				Rs. 46,700
Ditto at this settlement.			...	Rs. 82,400
Increase of <i>Mufasal jama</i> .				77 per cent.
Incidence at the last settlement.				Re. 1-14 per acre.
Ditto at this settlement.				Rs. 2-6 "

The increase of cultivation is slightly above the average, and there is still a good deal of inferior land that may come under the plough.

The increase in the *mufassal jama* and in its incidence is below the average, and this appears to be due partly to the damage caused by the sand and partly by the success with which some of the tenants had resisted the zamindars enhancements.

I found many *pahi* raiyats holding last settlement *pattas* and others who with only palm leaf leases had managed to hold at an unaltered *jama* for 30 years.

Reductions have been freely allowed for deterioration of soil and the present assessment of this block appears, considering its position, very moderate.

Block J contains the Parganas between the Katjuri and Mahanadi rivers, and for the most parts protected and irrigated by the Taldanda-Machgaon canal system, viz., Hariharpur, Sahabad, Kurunia, Gandito, Jhankar, Khandi, Benahar, Tiran, Apila, Jainabad, Sujabad.

These were even at the last settlement partly protected from floods, but except Hariharpur and Jhankar were very difficult of access and in a most backward state. Since then they have been connected with Cuttack by two excellent roads, reaching to Taldanda and Machgaon, and are well supplied with village roads, distributaries, and other means of communication. In the eastern part of Hariharpur and Jhankar irrigation from canals is well established, but in Gandito and Kurunia it has been only recently adopted, and in Benahar, Khandi, Tiran, Apila is too new to have much affected rents.

Thani at the last settlement paid Rs. 3-2 an acre, and two-thirds of it survived as *thani* or *thani pahi* paying a slightly lower rate of rents. The *thani* rents were enhanced by 8 per cent. and their incidence is now Rs. 2-15 per acre; *thani-pahi* have been enhanced by only 3 per cent. up to Rs. 3-1 per acre.

The incidence of *pahi* rents rose from Re. 1-15 to Rs. 3 per acre, and by the present enhancements has been raised to Rs. 3-2 per acre. The zamindars