

had generally enhanced rents sufficiently, so that there was little call for further enhancement at the time of settlement.

Rather less than a twelfth of the whole assessed area is held by the proprietors as their private land and has been assessed at Rs. 2-14 per acre, or four annas less than the average incidence of rents of settled and occupancy holdings. Considering that many of the principal zamindars in these parts are absentees, this assessment appears quite high enough.

The *kharida jamabandi* and *kamil* lands were at the last settlement assessed at Re. 1-4 and Re. 1 per acre, and their rates being high, the enhancements come to only 44 and 51 per cent. *Nisfi bazyafti*, on the other hands, having been assessed at only annas 5 per acre, the rents have been enhanced by 208 per cent. and are settled at an average of one rupee per acre. This is only a third of their letting value, and there will be no difficulty in paying the new rents.

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

Assessed area at the last settlement.			101,300 acres
Ditto at this settlement.	{	...	{ 120,100 „
Increase of assessed area.			19 per cent.
<i>Mafasal jama</i> at the last settlement.			Rs. 1,88,200
Ditto at the present settlement.	{	...	{ Rs. 3,16,800
Increase of <i>Mafasal jama</i> .			68 per cent.
Incidence at the last settlement			Re. 1-14 per acre.
Ditto the present settlement.	{		{ Rs. 2-10 „

The extension of cultivation has been small, because there was not much culturable land left. The increase in assets is therefore below the average, though the incidence has risen by twelve annas an acre.

Careful enquiries have failed to prove that any enhancements have been made on account of irrigation, but there can be little doubt that a good deal of the great increase in raiyats' rents is due to the general improvement of the tract by canals, embankments and roads, though zamindars do not seem to have discriminated between irrigated and unirrigated lands.

The last Block comprises six Parganas of Bardiala, Kate, Deogaon, Saibir, Sailo, and Sujanagar, forming the southern border of the District.

In all these Parganas a part has been protected from flood, but on the other hand the small embankments that formerly guarded individual villages have, with a few exceptions, been abandoned and a greater amount of water now spills over the country. To the protected area in Saibir, Deogaon, and Kate irrigation has been extended, but too recently to have had any effect on rents. Except Sailo, all these parganas depend to a great extent on the *rabi* crop, and the tobacco of Deogan and Saibir is the finest in the Province.

Thani rents at the last settlement stood at Rs. 3 per acre, and from *thani* or *thani-pahi* about half survived with a fall of 7 or 8 annas per acre in the incidence.

Even so, the rents were above the *pahi*, and the enhancements made are only 4 per cent. The incidence of the settled rents, Rs. 2-10 per acre, is a good deal higher than that for the flooded tracts in Puri, owing to the larger area capable of growing tobacco, *pan* and other valuable crops.

Pahi rents rose during the settlement from Re. 1-15 to Rs. 2-4 per acre. Great difficulty was found in getting correct statements of rents from the zamindars, and in Sailo and Kate the officers on fair rent work were convinced that the landlords and tenants, acting in collusion, were understating rents. In some cases the production of original papers enabled the rents to be corrected, in others the zamindars filed revised rent rolls showing approximately correct rents. In two villages the original assessment made on the basis of papers filed by local agents had to be subsequently corrected on the application of the landlords.

On the whole I think these measures resulted in a very fair record of rents, but it was impossible to be quite accurate, as the system of annual measurement and summary assessment of the crop was very prevalent.

In Sailo and Saibir the difficulty was that the zamindars, the Chaudhiris of Bhingarpur, had no papers that could be trusted, and were at once fighting with

one another and being defrauded by their local agents. As a rule, the Assistant Settlement Officers managed to get a fair record of the rents, but in some cases they were compelled to come to a compromise as to rates and calculate rents on a rough crop map.

The comparatively large enhancements of occupancy raiyat's rents by 9 per cent. are due partly to a good deal of enhancement of low rents by compromise, and partly to the great extension of cultivation in West Sairo. The settled rents of occupancy holdings average Rs. 2-7 per acre, and, except in Bardiala and Kate, are generally lower than *thani* rents at last settlement. I do not, however, consider them too low, and the fall in the incidence of *thani* rents renders it probable that the *thani* lands were over-assessed.

The non-occupancy raiyats include a number of residents of other villages who have taken up tobacco lands to cultivate, as well as raiyats who have recently reclaimed lands along the Puri border, and the apparently high enhancement—89 per cent.—is due to the fact that many of these tenants have now for the first time been assessed.

Kharida jamabandi and *kmail* rents were found to be already high and have been enhanced by only 58 and 51 per cent., but *nisfi bazyafiti* rents were only annas five per acre, and there had been a considerable increase in the amount of cultivated land contained in these holdings.

They have accordingly been enhanced by 223 per cent, and settled at an average of nearly Re. 1 per acre.

The lands in the possession of the proprietors from nearly a sixth of the assessed area, and have been assessed at Rs. 2-5 per acre. The very large extent of *nijchas* is due to most of the zamindars of Deogaon being cultivating Brahmans and to the large number of proprietary tenures, this being the chief *maurasi* area in Cuttack.

The result of the Settlement may be summed up as follows :—

Assessed area at the last settlement.			57,300 acres.
Ditto at the present settlement.		...	90,900 "
Increase of assessed area.			59 per cent.
<i>Mafassal jama</i> at the last settlement.			Rs. 1,09,500
Ditto at the present settlement.		...	Rs. 2,05,300
Increase of <i>Mafassal jama</i> .			88 per cent.
Incidence at the last settlement.			Re. 1-15 per acre
Ditto this settlement.		...	Rs. 2-4 "

Thus the extension of cultivation has been much above the average owing to the greater area left for reclamation, but the rates of rent have risen less than in most parts, owing no doubt to the fact that this area is almost as exposed to flood and as difficult of access as ever.

The increase of *mafassal jama* is slightly above the average on the whole block, and much above it in Sujanagar, Kate and Bardiala.

Enquiries seem to show that the construction of embankments has benefited the protected parts of Saibir and Kate at the expense of the unprotected, but has been of very doubtful advantage in Sairo.

Rents in Balasore.

544. Mr. Kingsford, in Part IV of his report, divides the District into the following local areas :—

Northern Parganas	...	...	...	Block A.
Upper central	...	...	...	" B.
Lower central	...	...	...	" C.
South-Eastern	...	...	...	" D.
South-Western	...	...	...	" E.

It is well known that the general incidence of rents is far below that of Cuttack, and slightly below that of Puri. An explanation of this has already been given in paragraph 540.

It is only necessary to say here that the reason is the backward state of the district at the last settlement, that few lands can grow more than one crop of sarad rice, and that the incidence generally has now risen by 42 per cent. as against 33 per cent. in Cuttack and 18 per cent in Puri.

The rise in assets is 72 per cent. since the last settlement, and by the present proceedings about 16 per cent.

Northern Parganas include Bhograi, Kamardachaur, Kismat, Nampachaur, Katsahi, Kismat Katsahi, Satmalang, Nangleswar, Dararachaur, Kamardachaur, Sahabander, Seari and Malidachaur.

Block A.

In 1832 the storm-wave destroyed an enormous number of lives, and threw very large areas out of cultivation.

The effect of the embankment system and the Coast Canal has been to retain flood for a longer period in the northern portion of the area and to increase the damage to crops.

The Subarnarekha river, too, is known to be most treacherous. It frequently changes its channel, and appears to do the most wanton mischief. On the other hand, we must bear in mind the fact that cultivation has extended to lands liable to flood, and for that reason the damage becomes more noticeable.

As compared with the rest of the district the increase in assets is 74 per cent., and assets have been raised by 21 per cent. in the present proceedings. This is mainly due to the rapidity with which cultivation is still extending, the rents of non-occupancy raiyats having been raised from Rs. 4,800 to Rs. 11,100, or by 131 per cent. A great deal of this increase was for entirely new cultivation since the record-of-rights was prepared, but a portion appears to have been collected by zamindars' agents without finding its way into the zamindar's pocket. The new incidence is only Re. 1-10-2. The high incidence of *kamil bazyaffi* and the consequent lapse of area under that tenure is remarkable. The new incidence is Re. 1-2 per acre as against Re. 1-1-2 at the last settlement, and as against Re. 0-14-10, the new incidence of *kamil* in the whole district.

The new incidence of *pahi* amounts to Re. 1-15-3 as against Re. 1-5-10 at the last settlement, and is above the district average of Re. 1-13-6. This is due to the fact that *pahi* was Re. 0-2-11 per acre higher than the district average at the last settlement. There is a noticeable tendency to high rents near permanently settled areas such as this northern group, but it is also remarkable that lands liable to flood (and silt deposit) to pay higher rents than ordinary rain-fed lands.

The new incidence of *thani* is Re. 1-13-1 as against Re. 1-13-9; but only 1,100 acres survive as pure *thani* and about 3,800 as *thani pahi* mixed, out of 12,700. The best lands are held by large *pahi* cultivators, and are now recorded as *pahi*. *Nijchas* forms a little more than 5 per cent. of the area, and is valued at Re. 1-12-7; it includes some lands exposed to floods.

The upper central Parganas include Dasmalang, Sartha, Phulwar, Garpada, Basta, Talasabang, Sunhat, Rautra, with Armala, Khajuri, Nunkhand, Channa, Kundi Mukhra, Mulgan, Remna and Dehimuhan. This block really consists of two portions, the eastern and the western.

Block B.

In the eastern portion (Dasmalang, Rautra, Sartha,) great damage was done in 1832 by the stormwave, and the lands are now somewhat liable to flood; in the western portion, the drainage falling naturally towards the east, we find drought in the years when the rain is at all scanty.

Assets generally have increased by nearly 70 per cent. since the last settlement. *Pahi* rents have increased very satisfactorily, the incidence having risen from Re. 0-15-10 to Re. 1-7-7 and now settled at Re. 1-10-3. The incidence of *thani* rents is almost stationery; the higher rented *thani* had lapsed in the course of the settlement, and the present incidence has been raised from Re. 1-6-2 to Re. 1-8-7 per acre. Pure *thani* rents have been raised by 11 per cent.; the increase in *pahi* rentals is also 11 percent., the latter of course include a large area of lapsed *thani*. About 7 percent. of the area is held by zamindars and is valued at Re. 1-9-7 as against the *raiya* incidence of Re. 1-10-3. It will be seen that the general incidence of rents is below the district average, and this may be expected on account of the high situation of the bulk of the lands in the western portion of the group.

The rents of *bazyafidars* are low as compared with the district average, the incidence being Re. 0-12-1 and Re. 0-14-2 for *nisfi* and *kamil* as against

Re. 0-13-11 and Re. 0-14-10; the enhancements are 161 per cent. and 51 per cent. respectively. On the whole the present proceedings have yielded 20 per cent, *i. e.*, rather above the district average on account of large quantities of excess area.

The lower central Parganas comprise the group known as Banchas Oger and contain the largest number of proprietary tenures and the three large estates of Mobarakpur, Kaida and Arang.

The general enhancement in the block is only 14 per cent. as compared with the district figure of 16 per cent. The rise in assets since the last settlement amounts to only 65 per cent, but settled assets are 89 per cent. in excess of the assets at the last settlement. It was to be expected that the increase would not be so great here as in other parts of the district; the area suffers no disability as regards flood, but is naturally rather poor and somewhat high, and suffers to some extent from drought.

Practically also only a single rice crop is grown. There has been an increase of cultivation, amounting to only 29 per cent, as against the district average of 40 per cent. On the other hand, the incidence of *pahi* has risen from Re. 0-13-11 to Re. 1-4-8, and the rents are now quite as high, as in the present state of prices the lands can afford to pay, the enhancement in the present proceedings being 8 per cent.

Thani has been considerably enhanced in the present proceedings; it was found that the present incidence of *thani* was only Re. 1-4-11. The last settlement incidence of *thani* was Re. 1-5-5, but we know that this was considered high, because the *thani* raiyats of Kaida were only able to pay their *thani* rents by working as coolies in salt manufacture (see ruidad of that estate). The present enhancement of pure *thani* is 12 per cent. and the new incidence is Re. 1-7-5, or nearly one anna in the rupee below *pahi*. Considering that the best lands are in the *thani pahi* area, I think this is sufficient. *Nisfi* and *kamil* have been enhanced by 162 and 50 per cent. respectively, but the new incidence is only Re. 0-11-10 and Re. 0-14-3, *i. e.*, below the district average in the case of *nisfi*, and nearly equal to it in the case of *kamil*.

The south-eastern Parganas comprise Ankura, Bhera, Bayang, Kaima and Kismat Kaima, Senaut, Kodinda, Jalang, and Dhamnagar. The block might well be divided into three: (i) Ankura and Bhera as affected by the floods of the Mutai and the defective drainage caused by the Coast canal, (ii) Bayang, Kaima and Kismat Kaima as affected by the Baitarani embankment, and (iii) Senaut, a very fertile and highly populated and cultivated tract.

(i) Ankura and Bhera are liable to flood, but cultivation has increased very largely. It is, however, to be remembered that while the new revenue is now raised by nearly 100 per cent., it is not much more than 50 per cent. in excess of the revenue in 1831; *i. e.*, before the storm-wave. To bring the Parganas into a more prosperous state it is necessary to investigate the use of the Coast canal and the obstruction of drainage caused by its banks.

(ii) Bayang, Kaima and Kismat Kaima :—A glance at the map will show the confluence of the Baitarani with the Brahmani in the so-called Dhamra river. In 1894 the severest flood known (so far as I know) occurred in the Brahmani. I spent 10 days sailing over these rivers making minute enquiries (as Collector of Balasore) into the damage done by the flood. It was apparent to my unprofessional eyes that the muddy water of the Brahmani thrust back the red waters of the Baitarani into Salandi and into the Mutai, and having no outlets southward on account of the Baitarani embankment, the southern portion of the Balasore District was devastated. I merely state this for what it worth as a personal experience, but I would call attention to the general report on Bayang Pargana, to Mr. Kingsford's remarks, and my own. I quote the following from Mr. Kingsford's report :—

"It may be interesting to attempt to estimate the loss caused in this District by the Fiscal circumstances of the south-western group. * erection of the Baitarani right embankment. Taking Bayang alone, since the effect here is obvious and

* See Appendices B A to B F.

undisputable; the settled gross assets of this Pargana are Rs. 78,540 and had the liability to flood existed to no greater extent than at last settlement, a grant of *malikana* at 50 per cent. would have made full allowance for the circumstances. The *Sadar jama* would thus have been Rs. 39,270, and the reduction in proprietors' incomes 14 per cent. *Rasadi* terms would not have been necessary except in isolated cases. As the facts stand, however, the revenue settled for 1899 amounts only to Rs. 30,807 and rises by 1903 to Rs. 36,802. I find by calculation that the difference between revenue at 50 per cent. and the actual *rasadi jamas* fixed for the 9 years between 1899 and 1907 amounts to Rs. 68,531. Of this sum Rs. 60,000 may fairly be taken as *rasadi* necessitated by the bad collections and reduced * rents which are a direct result of the increased liability to flood. For the remaining 20 years of settlement this loss is Rs. 48,950; and the total loss to Government for the period of settlement is therefore Rs. 1,08,950, but this excludes all consideration of the remissions which severe floods will entail. During the 30 years following the last settlement the remissions averaged 10 per cent of the demand throughout the District, and it will be surprising if those which will in future be necessary in Bayang amount to less. The remissions are not therefore likely to be less than a lakh of rupees during the period of settlement, and the total loss to Government will be Rs. 2,08,950.

"It is not so easy to estimate the loss of the zamindars. However, 28,000 acres of cropped lands out of 40,000 acres, which is the total assessed area, are liable to flood, and the amount of the gross assets affected may be taken therefore as $\frac{14}{20}$ of the total, or Rs. 55,000. Instead of realising 80 per cent. of this sum the zamindars will realise 70 per cent. only and their loss will therefore be Rs. 5,500 per annum or over a lakh and a half of rupees during the period of settlement".

"As regards the raiyats no such estimate is possible, but some idea may be gathered of their circumstances from the fact that on the average each raiyat in the flooded tracts is two years in arrears with his rent. The time appears therefore to have come for consideration whether the benefit derived on the Cuttack side of the river counterbalances the serious loss in the District, and failing the abandonment of the Baitarani right embankment it is most desirable that a scheme for embanking the left side should be brought forward. In 1865 the Inundation Committee † stated that the expenditure of a sum of 23 lakhs of rupees was warranted in this District to avoid the necessity for remissions and to secure full crops. Since that date I am not aware of any sum worth mention that has been spent on new protective works with the exception of these necessitated by the construction of canals.

Mr. Kingsford has some what over-estimated the damage, because terms have been given for revenue purposes sufficient to cover great loss, *i. e.*, proposals have been made on assets only 70 per cent. of which are believed one year with another to be realisable. I do not expect therefore that any remissions of the revenue now settled will be necessary. It has further been recorded in the *kabuliyat* that if the embankment policy is altered revenue on a higher scale will be levied. Perhaps the loss to Government in revenue may be estimated at one lakh, and to proprietors at half a lakh of rupees for the term of settlement. I have held local enquiries on both sides of the river, and on the south side the Cuttack raiyats complained bitterly of the embankment as depriving them of the benefits of the Benga-Kiya and other water channels. A portion of Dhamnagar in the southwestern block (E) is also affected by this embankment.

(iii) Senaut:—This Pargana is by far the richest and most populous in the District and is the most highly rented. A portion is occupied by the Government estate of Nuanand, parts of which are held *ijmali* with other estates. Government has from time to time made re-settlements and the general incidence is very high (Rs. 2-3) For some strange reasons the rents of *thani* raiyats have been raised during the currency of this settlement in the Government estate.

The general *pahi* raiyati incidence throughout the block is now Rs. 2-2 as against Re. 1-5-10 at the last settlement, the District incidence being Rs. 1-13-6 and Re. 1-2-11 respectively.

We find that the increase of assessed area is 38 per cent. as against the district average of 40 per cent., but the enhancement of assets since the last settlement naturally falls short (90 per cent.), chiefly because the Senaut Pargana was then in a forward state, and generally inferior lands in that Pargana have since come under cultivation. The rise in incidence all round is from Re. 1-6-10 to Re. 1-15-7, or 38 per cent. Settled raiyat's rents have been enhanced by 9 per cent., and they now pay Rs. 2 2 per acre. The incidence of the block is very high, but in the flooded tracts where a full crop is scarcely expected twice in five years

* Many proprietors have been compelled to reduce the demand since 1894. It was estimated that they would be fortunate in realising on the average 70 per cent. of the settled rents in the flooded tracts.

† See their report, page 25.

the incidence will not exceed Re 1-9 per acre, whereas in Sunhat it raises to Rs. 2-5. The rent of *nisfi bazyafiti* has been raised by 190 per cent., and of *kamil* by 55 per cent., but the incidences in both cases are slightly higher than the district incidence of *bazyafiti* tenures, but are low as compared with the *raiya pahi* incidence of Rs. 2-2 and of *thani* Rs. 2-4-11.

Out of 27,500 acres of *thani* at the last settlement 4,200 have survived as pure *thani*, and 16,400 as *thani pahi*, and the new incidence is almost the same as at the last settlement, *i. e.*, Rs. 2-4-11 as against existing incidence of Rs. 2-2-3 and the last settlement incidence of Rs. 2-3-9. The remarkable survival of *thani* is of course due to the accuracy of the *khasmahal* records, and the fact that the incidence did not fall a great deal more during the currency of the settlement is due to the same cause, and also because in Nuanand some enhancement of *thani* was made during the currency of the Settlement. In the present proceedings *thani* rents have been enhanced by 8 per cent., and are now fully as high as tenants can afford to pay.

Proprietors have got off rather easily, but in many cases they are cultivating proprietors and have to face large increases of revenue. The valuation for nearly 9 per cent. of the assessed area is only Re. 1-14-6.

This group includes Parganas Randhia Orgara, Soso, Munjuri, Balikhand, Adharupia, portions of Ahyas, Jajpur, Matkatabad, Saheb Nagar and Matkatnagar.

Block E.

We have the largest increase of assets in this block, *i. e.*, from Rs. 1,15,700 to Rs. 2,46,800, the increase by the present proceedings being 18 per cent. *i. e.*, from Rs. 2,08,600 to Rs. 2,46,800 or by Rs. 38,200. Out of this sum *bazyafitidars*, *nisfi* and *kamil*, are responsible for Rs. 15,700 and they have been enhanced 243 per cent., and 84 per cent., respectively. This may appear severe at first sight but the *kamil* incidence is one anna four pies below the district average *i. e.*, Re. 0-13-6 as against Re. 0-14-10, and the *nisfi bazyafiti* incidence is only half an anna higher than the district average. The fact is that the tract suffers from no natural disadvantage, and cultivation has extended within the uncultivated area recorded at the last settlement in the *bazyafiti* holdings.

In Randhia Orgara and Soso irrigation has been extended by the High Level canal. The inclusion of Ambahata in this block has very considerably reduced the general incidence. Ambahata is high and rather rocky. In Balikhand and Adharupia the lands are also somewhat high and subject to drought. Considerable paper enhancements were made in Balikhand, *i. e.*, it was impossible to discover the real rents on account of the collusively low records, but the rents stated by the zaimindars were considerably enhanced. It is noticeable that in the south of the District close to Cuttack rents are higher than elsewhere, except in Senaut. This is due partly to natural advantages, but also to the greater pressure of population on the soil and to the fact that the high rents in Cuttack have affected the rents in the boarder. It is noticeable that only in this block *thani* rents are higher than *pahi*, but whereas at the last settlement the incidence was Re 1-10-9, and Re 1-0-11 respectively, it is now Re. 1-14-8 and Re. 1-11. The *pahi* lands are undoubtedly not so good as the *thani*.

545. As we have already seen, the increase of rents and revenue in the Puri District is extremely disappointing. In the first place, assets have increased by only 30 per cent. during the settlement and have now been raised by 12 per cent., while the general incidence of rents has only risen from Re. 1-7-4 to Re. 1-11-7. The principal reason is that nearly one third of the assessed area was held by privileged tenants whose rents were fixed for the term of the settlement, or in perpetuity. Again, from these privileged tenures the increase in the present proceedings is less than elsewhere, because the *bazyafitidars'* rents were very high at the last settlement. The general incidence of *nisfi* and *kamil* was Re. 0-9-10 and Re. 1-2-6 at the last settlement as compared with the Orissa figures of 7 annas and 14 annas respectively, and the incidence of the settled rents of these tenures is now Re. 1-2-2 and Re. 1-4-1 respectively, as against the Orissa figures of Re. 1 and Re. 1-5. Other minor reasons for the small increase are (i) the hopeless mismanagements in Lembai Pargana by the Raja of Puri : (ii) the fact that 28,000 acres are held by *bahal tankidars* whose rents are fixed in perpetuity : (iii) the liability to flood, drought and saline efflorescence of Serai.

Chaubiskud and Rahang. Perhaps, however, the main reason is that the increase of the assessed area is only 23 per cent. whereas in Cuttack it is 32 per cent., and in Balasore 40 per cent., i.e., Puri was very forward at the last settlement, and there was very little room for extension of cultivation, and cultivation could only extend over inferior soil. Another reason which must not be lost sight of is the fact that out of some 1,700 villages assets in nearly 962 villages are collected by proprietary tenureholders, and that the assets of these villages represent more than $\frac{1}{3}$ ths of the mufassal jama of the District (temporarily settled area). We have found it more difficult to detect fraud and collusion in the areas of these tenureholders than in the ordinary zamindari or *hastabud* areas, and the tenureholders have continued to absorb an enormous amount of *nijchas* without apparent increase of rent rates. Lastly, I feel bound to add that, before Mr Maude came, the work in Puri was not done methodically, and the record of rents was not sufficiently scrutinised. The difficulty of detecting collusion is very much increased when once a record of rents has been attested, i.e., it is so much easier to check fraud at the stage of the first attestation or even at *khanapuri* than at a later stage. I must add, however, that in Kotdes and Kotrahang the rents of *thani* raiyats were much too high at the last settlement; both Mr. Nathan and Mr. H. McPherson came to the conclusion that in many cases rents of *thani* raiyats absorbed from one-half to one-third of the value of the produce, and it appears that a few years later nearly the whole produce must have been absorbed.

On the whole it is my opinion that a greater increase of assets should have been derived from Puri, but for the reasons given above no great increase could have been expected. (See also the remarks on Block V. in this paragraph.) At the same time it is to be remembered that the settlement Department had to buy its experience and the cost was mostly borne by the Puri District. The Puri District for the purpose of comparison of areas has been divided into 13 Blocks :—

Block I.—Kotdes and Antrodh.	Block VII.—Paschimduai
„ II.—Kodhar, Astrag Kurilo, and Tappa Kanman.	„ VIII.—Purubduai-Oldhar.
„ III.—East Athaisi and Damar Khand.	„ IX.—Rahang.
„ IV.—West Athaisi and Matkatpatna	„ X. Serai,
„ V.—Lembai.	„ XI.—Chaubiskud.
„ VI.—Kotrahang.	„ XII.—Banchas.
	„ XIII.—Scattered Estates.

Pargana Kotdes is a large fertile tract lying between the channels of the Kushbhadra and Bhargabi. It is partially protected by embankments along the upper reaches of the rivers. It is marked in the north-west by considerable diversity of level. In the south-east it consists of an extensive plain, subject to inundation in years of heavy flood. The north-east grows the lighter varieties of *sarad* rice. The south-west grows chiefly *bara dhan*. There is a long belt of high land along the north-west boundary of the Pargana, separating it from the Cuttack delta and continuing into Pargana Antrodh. Antrodh consists of this high inferior land on the north-east and a fertile central tract lying between the Kushbhadra and the high land, drained by and subject to occasional flood from the Kadua river. At last settlement *thani* rents averaged Rs. 2-7-8; *pahi* rent, Re. 1-10-6. At the present settlement the *thani* area was found to have declined 26 per cent. and *thani* and *pahi* rents stood at a practically uniform level *thani* Rs. 2-0-1 and *pahi* Rs. 2-0-5. The average of settled rents of occupancy holdings is Rs. 2-2-2. The block is more or less conterminous with the Kotdes Mahal, of which more than three-fourths is held by proprietary tenure holders. The zamindari portion has been grossly mismanaged for the last 20 years. The *maurasi* portion includes a very large *nijot* and *nijchas* area cultivated by the numerous descendants of the last settlement *maursidars*. Both these causes zamindari mismanagement and *maurasi* self aggrandizement have doubtless done much to obstruct the upward tendency of *pahi* rents.

Some *nisfi bazyafiti* appears in this block to have been classes as *kamil*, and the rents being already high the enhancement of *bazyafiti* rents is only 100 per cent.

Nijchas lands, owing to the number of *maurasi* tenures, form more than a fifth of the total area and have been valued at less than Rs 2-2 per acre. The

increase of assessed area in the block is 25 percent and that of *mufassal jama* from Rs. 1,33,000 to Rs. 1,94,000, or 46 per cent.

Out of the new revenue of Rs. 1,14,000 I regret to say that Rs. 1,04,000 is due by one recusant estate. The reasons for the recusancy of Kotdes have been given else where. It belonged to spendthrift Uriya gentlemen, and passed into the hands of three sets of creditors who were unable to agree upon a *modus operandi* for its management. There is therefore no prospect of effecting settlement. The high-rented *thani* lands lapsed soon after the settlement and again in 1866, and considering the large area held by proprietary tenure-holders I think that generally rents are quite as high as the land can afford to pay.

This includes four small Parganas-Kodhar, Kurilo, Astrang and Tappa Kanman, lying in the extreme north-east of the district adjoining Killa Marichpur. They are all subject to inundation from the Debi river, which divides the Cuttack from the Puri district north of Kodhar. The lands are not very superior. There is a considerable admixture of sandy scrub jungle, and towards the sea there is exposure to salt innundation. Rents were below average at last settlement, *thani* incidence being Re.1-12 *Pahi* incidence Re.1-3, and general raiyat incidence Re.1-8. There has been a decline in *thani* area and incidence, and a rise in *pahi* area and incidence. Rents are now more or less uniform, the settled average incidence being Re.1-10 as opposed to a district average of Re.1-15. On the whole the development has been as follows :—

	Last Settlement,	Present Settlement.	Difference per cent.
Assessed area	11 600 acres	15 900 acres.	37
<i>Mufassal jama</i>	Rs. 15,200	Rs. 23,600	55
Incidence of <i>mufassal jama</i> per acre.	Rs. 1-5	Rs. 1-8	....

The enhancement made in the present settlement aggregates only Rs.2,000 or 9 per cent. There is only a small area held by privileged tenureholders, and not much scope for enhancement of raiyati rents.

This block is some 12 miles long by six miles wide. It is oblong in shapes with one of its shorter sides resting on the sea, having the right bank of the Prachi river on the east side and Parganas Antrodh and Bancharas on the west. The Kadua river divides the block in half. In the villages of Athais on the coast the soil is sandy and poor, and in many parts of the block it is brackish. Mr. McPherson in his block reports makes suggestions for opening out roads, and some relief might be obtained by closing the breach in the Panpara embankment and throwing small embankments along the sides of the Kadua river. We find that poorer raiyats and labourers make up one-fourth of the population in this block, and that in time of high prices as in 1896 they suffer very acutely. In Damarkhand generally there is more prosperity than in Athais.

We find that the higher rented *thani* lands have lapsed, the general incidence having fallen from Re. 1-10 to Rs. 1-6 and now raised to Re. 1-7 ; settled raiyats, however, show improvement. At the last settlement the general incidence was only 15 annas, and it rose to Re. 1-7 in the course of the settlement and is now raised to Re. 1-8. There has also been a large increase of cultivation, *i. e.*, 33 per cent. and an increase of assets amounting to 61 per cent. Thus notwithstanding the fact that 65 per cent was taken as revenue at the last settlement and now only 56 per cent. is taken, the increase of revenue is nearly 38 per cent.

The latter Pargana consists of scattered villages in West Athais, the whole block being 28 square miles in area. It adjoins Block IV-West Athais and Matkatpatna block III in the east and rests on the Bay of Bengal, adjoining Rahang, Purubduai and Oldhar on the west, being separated by the river Kusbhadra.

The block may be divided into three tracts, the sandy belt by the sea reaching nearly 2½ miles in land, which may only be partially reclaimed by casuarina plantation, the tract near the Kusbhadra which is liable to severe annual inundations, and the area east of this containing high lands and jungle.

It is to be noticed that the lands lying along the Kusbhadra are the richest but that the constant floods keep rents down. There is not a single road in the block; all the villages paths lead to Nagpur Hat, close to the Puri-Gope road.

It is a matter for consideration whether the mouth of the Kusbhadra now choked with sand and the tides could not be cleared out so as to discharge its flood water and set free submerged cultivation in time to save the crop.

As compared with blocks II and III *pahi* rents were high at the last settlement, the incidence being Re. 1-3-9 per acre. It has now risen to Re. 1-10, and has been raised to Re. 1-10-11. The *thani* incidence has fallen from Re. 1-15 to 1-10-5 and has now been raised to Re. 1-11.

Until some change is made in the Kusbhadra (see remarks on Purubduai-Oldhar, block VIII), I do not think rents are too low. The increase of cultivation has been 10 per cent. and the increase in assets 3 per cent., but the increase of revenue is only 28 per cent.

Lembai pargana is a large fertile tract skirted on the north by the Daya channel, from which it is protected by embankments liable to breach in year of heavy flood. On the west the pargana runs up towards the Khurda high lands. It grows chiefly *sarad* rice. The lands are very fertile. The last Settlement assessment was moderate, viz. Re. 1-14 for *thani* and Re. 1-9 for *pahi*, average Re. 1-13. The major portion of the raiyati area was *thani*. There has been a decline in the *thani* area and incidence, while *pahi* rents have remained stationary.

There is no doubt that this Pargana has been under assessed. It almost entirely consists of the Delang estate, belonging to the Raja of Puri. At one time or other the Raja brought up most of the *paddhani* tenures, but he allowed the assets to be collected by a succession of low-paid *gumastas*, who left service without rendering accounts as soon as they had feathered their own nests. Though there are some good lands in the Pargana, portions are subject to flood from breaches in the Daya embankment. We find that the Pargana was in a very forward state at the last settlement, *pahi* incidence being as high as Re. 1-9 per acre, and *thani* being Re. 1-14. During the course of settlement *thani* incidence had fallen to Re. 1-12 and was raised in the present proceedings to Re. 1-14, while *pahi* remained stationary at Re. 1-9 throughout the 60 years and is now raised to Re. 1-12.

In justice to the Assistant Settlement Officer who assessed this Pargana, it must be said that every attempt to ascertain rents was made, but no papers were forthcoming. Furthermore, complete reattestation was made, with the result that the zamindar generally adopted the survey areas and little or no increase of rents was obtained on the score of excess area. Nevertheless, the Assistant Settlement Officer, Babu Akshya Kumar Sen, did manage to get an increase of three annas on the *pahi* incidence. The proprietary tenureholders' lands were valued at the full amount possible, *i. e.*, Rs. 2-2 per acre, but the lands were generally the best in the Pargana.

On the whole the results are as follows : 35,100 acres assessed at the last settlement paying Rs. 51,700 had increased to 44,300 acres in the course of settlement, paying Rs. 59,500 and the new assets were raised to Rs. 70,400 or by 18 per cent. which compares very favourably with the average district enhancement of 12 per cent.

Considering the mismanagement of the zamindar, revenue was proposed all round at 63 per cent. and gave an increase of Rs. 10,047 or 29 per cent. At the same time the amount retained by the proprietary classes was raised by 3 per cent. In Delanga Taluk, owing to the increased sums which he received from the proprietary tenureholders, the Raja's income was raised by 23 per cent. and on the whole block the zamindars again a clear 21 per cent. by the re-settlement. There is no doubt that the all-round incidence of this block should have worked out to not less than Rs. 2 per acre or Rs. 90,000, instead of Rs. 70,400 at Re. 1-9 per acre, and the new revenue should not have been less than Rs. 50,000 instead of Rs. 44,500. Considering the fact that there was no proof of the date when rents were fixed and that low rents prevailed all over the Pargana, *i. e.*, no standard of comparison existed, I do not think more could have been done than was done by Babu Akshya Kumar Sen.

These two blocks are somewhat similar in character, and contain the most fertile and highest rented lands in the District. Block-VI and Block VII-Kotrahang and Paschimduai. The general incidence at the last settlement was no less than Rs. 2-1-0 per acre and has now been raised to Rs. 2-10-6 in Kotrahang and Rs. 2-13 in Paschimduai. The difference is due to the fact that in the latter there were more good lands available for reclamation.

The two blocks suffer from no special disabilities except in a year of scanty rainfall.

It would be unsafe to draw deductions from the pure *thani* figures in the two blocks; we may only say that there is a tendency on the part of high rented *thani* land to lapse; but a glance at the *thani pahi* figures, which in the case of these Parganas contain a great deal of *thani* shows that the incidence of *thani-pahi* is practically the same as the *thani* incidence of the last settlement in both blocks.

The increase of the *pahi* incidence in both blocks is satisfactory, especially in Paschimduai, where better land was available. The following figures are interesting :—

Incidence of rents as now settled per acre.

Block.		Thani			Thani-pahi			Pahi.		
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Kotrahang	....	2	10	2	2	15	4	2	13	2
Paschimduai	....	2	5	0	13	0		3	4	0

In Kotrahang proprietors' lands have been somewhat favourably valued, *i. e.*, at Rs. 2-5-5 per acre, but they are generally inferior to the *rai*yati lands.

The increase of cultivation amounts to 16½ per cent. and 21 per cent. respectively, while assets have risen by 49 per cent. and 67 per cent. Notwithstanding the fact that 70 per cent. was taken as revenue in the blocks at the last settlement and now only 60 per cent. has been taken, we have increases of revenue amounting to nearly 20 per cent. in Kotrahang and 37 per cent. in Paschimduai.

As this block has formed the subject of a separate report to the Board I need not go into details here (see my No. 109 C of 4th. July 1899 with enclosures complete).

Government orders, Irrigation Department, No. 22 T. I., of 30th. April 1897 decided to leave the gap (in the Kusbhadrā embankment) open and to close the breach at Bainchua.

The effect of this policy has been to throw out of cultivation lands in Purubduai and Oldhar and a few villages of Rahang, Matkatpatna and Athais. about 70 villages were directly and 80 villages were indirectly affected, and revenue in 90 estates has been reduced. In his No. 1100 T. S., of 26th. July 1898, Director of Land Records and Agriculture indicated the procedure approved by the Board, to whom reference had been made.

A reduced rent has been settled for five years, and has been recorded (as well as the original rent) in the final *khatians*.

The assessment reports give two proposals—(i) for 1306 (1899) to 1310 (1903) based on the reduced assets, (ii) for 1311 (1904), &c., based on the normal assets.

The total loss to Government is not less than Rs. 2,500 a year and probably comes up to Rs. 3,000, assets amounting to some Rs. 37,000 having been reduced to Rs. 33,000. (This includes about Rs. 2,000 of assets in Block IV.)

The matter has already gone to the Commissioner and to the Board. The Director has ordered me to prepare a separate report to be forwarded from the Revenue Department to the Irrigation Department of Government (since submitted).

This is a large Pargana towards the south of the district traversed by the Bhargabi river, from which it is more or less protected by efficient embankments, and it contains the town of Puri. On the east is a detached portion subject to the floods of the Parubduai-Oldhar tract, and on the west is a strip subject to flood from the river Nun and the Chilka. A peculiarity of the Pargana is that only 28 per cent.

Block IX. Rahang.

of the total area is raiyati, the balance being chiefly occupied by *bahal* (confirmed and *bazyafii* (resumed) *tankidars* (quit-rent holders). The former held 20,200 acres, for which they pay Rs. 11,000, an average of nearly 9 annas per acre. *Bazyafii* rents have been enhanced from Rs. 9,900 to Rs. 18,800, or by 90 per cent. and re-settled at an average of Re. 1-5 per acre. In the comparatively small raiyati area, *thani* rents have undergone less than the usual amount of variation. The area has practically remained the same, and the incidence is as it was at last settlement. *Pahi* rents have advanced from an average of Re. 1-5 to an average of Re. 1-11, which is still below the *thani* average of Re. 1-15. Enhancement has brought the *pahi* average up to Re. 1-13 and leaves the general average at Re. 1-12. The progress *pahi* rents was not retarded in this Pargana as in Serai and Chaubiskud by the distribution at last settlement of *pahi pattas*. The Pargana was assessed a few years later than the other two when the distribution had been stopped. The intermixture of privileged tenures has on the other hand doubtless had considerable influence in the way of checking the natural rise of ordinary rents. The *pahi* raiyats are in many cases also *tankidars*. *Chandina* rents are remarkably high, being settled at Rs. 17-11 per acre, owing to the high value of homesteads with *sasan* villages near Puri.

On the whole the development is as follows :—

	Last Settlement.	Present Settlement.	Difference per cent.
Assessed area	48,100 acres	54,500 acres	13
	Rs.	Rs.	
<i>Mufassal jama</i>	47,700	68,000	42
Incidence of <i>mufassal jama</i> per acre.	1	1-4	25

Owing to the large *bazyafii* area Rs. 10,800, or 19 per cent., were added by the present proceedings to the assets before settlement.

Nearly the whole area is included in the Rahang *taluk*, which has been recusant for more than 85 years, but has now been re-settled with the proprietor, the Paikpara Raja.

Serai Pargana lies to the west of the Sub-division round the north end of the Chilka lake. It is bisected by the Daya river which is embanked on the east and unprotected on the west. The western half of the Pargana suffers serious inundation every year from the Daya floods and from the salt tides of the Chilka. The south-east is also liable to salt inundation. The villages to the east are assessed at average rates. Those to the west bear as a rule very low rental incidences.

At last settlement the *thani* average was Re. 1-11-4 and the *pahi* average Re. 1-5-4. The *thani* area has declined about 20 per cent. There had been a fall of an anna per acre in the incidence of *thani* and *pahi* rents before settlement, and the average incidence of all raiyats' rents had declined from Re. 1-10 to Re. 1-7. At re-settlement rents were very moderately enhanced. The settled average is Re. 1-4-9, which is lower than in any other Pargana of the District. Serai is one of the three large estates which have been managed *khas* by Government since the zamindar, the Raja of Paikpara, proved recusant in 1812; the two others are Rahang and Chaubiskud. One peculiar circumstance which has affected the history of rents in Serai and Chaubiskud, if not in Rahang, is that at last settlement *pattas* were distributed to *pahi* as well as to *thani* raiyats. The distribution of the *pahi pattas* induced in raiyats' minds the impression that the *pahi* rents were not liable to alteration. Almost the entire area of the three estates is held by intermediate proprietary tenureholders who, if they had attempted to enhance *pahi* rents, would have found the raiyats appealing to the Collector.

As a matter of fact there has been little attempt to enhance. The interest of the village settlement holders have been, if not coincident with those of the riyats, in many cases at least closely allied to them.

Bazyafii rents have been enhanced by only 52 per cent. There is also a considerable area 3,600 acres, of *bahal tanki*, for which rents are not liable to enhancement.

On the whole the increase in assets is as follows :

	Last Settlement.	Present Settlement.	Difference per cent
Assessed area	25,400 acres	31,400 acres	24
<i>Mufassal jama</i>	Rs. 32,700	Rs. 40,300	23
Incidence of <i>mufassal jama</i> per assessed acre	Rs. 1-4-7	Re. 1-4-7	....

Considering how low rents are, the increase given by the present settlement Rs. 2,300, or less than 7 per cent., appears little, and raiyati rents which have scarcely been touched are no doubt very light.

Balbhadrapur Pargana, which is folded within Serai, belongs to the Government estate of Khurda, and we find that remissions of rents for either flood or drought in Balbhadrapur amounted in the last 15 years to nearly 3 annas in the rupee. Thus it is not surprising that, but for the increase of cultivation, assets in Serai are stagnant.

I do not think the work was done so thoroughly here as in other parts of Orissa, but even so the lands cannot afford to pay high rents, and probably an all-round incidence of more than Re. 1-5 would create hardship.

Serai consists almost of one estate, recusant for 85 years and now resettled with the Paikpara Raja. It was proposed to take 60 per cent. as revenue, so that Government might get some return for the 6,000 acres of increased cultivation, but the Board decided to give 55 per cent. to avoid applications for remissions. The increase of revenue is thus nominal, *i. e.*, from Rs. 21,800 to Rs. 22,400.

This Pargana, which lies round the east shore of the Chilka in the south of the District, is traversed by the last portion of the Bhargabi and its many distributaries. It is protected from the main stream by embankments which hold good in ordinary years, but it suffers inundation frequently from the back flood water at the Bhargabi mouth and from the salt tides of the Chilka. It is less liable to damage than Pargana Serai, and was more heavily assessed at last settlement, *thani* rents averaging Rs. 2 and *pahi* Re. 1-8, and the general raiyati incidence being Re. 1-13. The recorded *thani* area has declined about 60 per cent. This is partly due to confusion of record, some recorded *thani* lands of last settlement having been now recorded as the *nij-jot* of proprietary tenureholders. It is also probably due in part to the confusion of *thani* and *pahi* rights by the issue of *pahi pattas* at last settlement. The raiyat did not trouble to preserve and fight for a distinction which had become to his mind obscure. The incidence of *thani* rents remained the same as at last settlement, and was little affected by re-settlement proceedings. The incidence of *pahi* rents rose during the settlement from Re. 1-7-11 to Re. 1-9-3, and has been raised by the present proceedings to Re. 1-10-9. The fiscal history of the Pargana being similar to that of Serai the same causes were at work in both to retard the natural advance of rents.

The following figures show the development assets in this area :—

	Last Settlement.	Present Settlement.	Difference per cent.
Assessed area.	24,000 acres	30,900 acres	29
<i>Mufassal jama</i>	Rs. 35,800	Rs. 49,000	37
Incidence of <i>mufassal jama</i> per assessed acre	Rs. 1-8	Re. 1-9	....

Owing to the fact that only 65 per cent. was taken as revenue at the last settlement, and now 55 per cent. has been taken, the increase of revenue is only 16 per cent. I proposed to take 60 per cent.; but the Board reduced the proposals to 55 per cent., so as to avoid applications for remission.

This is a small Pargana lying south of Antrodh between the Kushhadra and Kadua channels. The level of the Pargana is fairly high, and it does not suffer much from the overflow of these two rivers in time of flood. The country is fairly fertile. *Thani* rents were assessed high at last settlement, and *pahi* rents nearly 50 per cent. lower. There has been a lapse of *thani* area and a slight fall in incidence, while rents *pahi* have made a marked advance and now stand higher than *thani*.

The *thani* incidence of the last settlement was Rs. 2-5. During the course of settlement there was a fall to Rs. 1-15, and it is now raised to Rs. 21, but some good *thani* lands have been recorded as *thani pahi*, the new incidence of which is Rs. 2-3.

There has been a very satisfactory increase in *pahi* incidence from Re. 1-6 to Rs. 2, and raised in the present proceedings to Rs. 2-2.

In this block *nisfi bazyafti* was specially lowly assessed, then the enhancement appears high, *i. e.*, from an incidence of Rs. 7 per acre to Rs. 1-2, but the new incidence is practically the same as the general *nisfi bazyafti* incidence of the District, *i. e.*, Rs. 1-2-2, and compares very favourably with *pahi* incidence of Rs. 2-2.

It is to be noticed also that there is an excess area of 150 acres, probably taken from the higher rented *kamil bazyafti*.

The extension of cultivation has been very small, only 18 per cent., but the general incidence having risen from Rs. 1-9 to Re. 1-15, the increase of assets is 43 per cent. Revenue at the last settlement was taken at 66 per cent., and is now taken at 59 per cent., thus the increase of revenue is nearly 25 per cent.

There remain only the *tahsilalahida* parganas of Kalijori, Saidabad, and Sultannagar and one estate of Kotdes having widely scattered lands.

Block XIII, Scattered estate.

These, as is natural, got off with a very light assessment at last settlement, *thani* raiyats paying an average of only Re. 1-12 and *pahi* raiyats of Re. 1 per acre. A quarter of the *thani* lapsed during the settlement and there was a slight falling off in the incidence of rents, while *pahi* rents rose to Re. 1-11 per acre.

Very moderate enhancements have been made, and raiyati rents settled at an average of Re. 1-12 per acre.

The development of assets is shown in the following figures :—

	Last Settlement.	Present Settlement.	Difference per cent.
Assessed areas.	10,400 acres	13,000 acres	25
<i>Mufassal jama</i>	Rs. 10,500	Rs. 20,300	95
Incidence of <i>mufassal jama</i> per acre.	Re. 1	Re. 1-9	56

The enhancement of assets in this settlement is 14 per cent., more than half being contributed by *bazyafti*.

Part II.

546. I have now to deal with some of the results of settlement of revenue, and propose to take up the subject in the following order :—

(I) Financial results of early revenue settlement with a comparison of revenues up to date.

(II) Results of the present settlement :—

- (1) General results.
- (2) The percentage of assets retained as revenue.
- (3) Incidence of the revenue.
- (4) Effect of the new revenue on zamindars.
- (5) Effect of the new revenue on proprietary tenureholders.
- (6) Financial effects of the *rasadi* proposals for revenue both as regards loss to Government and gain to the zamindars.
- (7) Objections to assessment of revenue and recusancy.
- (8) Kists.

In sub-section 7 I have included some discussion of the objections to the form of *kabuliyat*, and a brief account of the six recusant estates. I have also shown the loss to Government by our failure to bring all the new revenue in for Aml 1305, A. D. 1898, page 397.

The increase of Government revenue is rather more than 52 per cent. Looking to the despatch by the Secretary of State No. 110 of 23rd June 1898, I would wish to clear up any misapprehension which may exist regarding the enhancement of revenue. It is stated that "the net enhancement of the revenue will be about 47 per cent. instead of from 56 to 68 per cent. as had been previously anticipated."

It will be remembered that in their letter of 13th October 1897, the Government of India took two sets of figures—one supplied by me and one supplied by the Director. Moreover, 55 per cent. of the assets was calculated in each case. Thus the increase of the revenue according to my figures was 56 per cent., and according to the Director's figures 68 per cent. It will be seen that in the present figures 54 per cent. (in Cuttack only 53 per cent.), has actually been taken instead of 55 per cent., and that the actual increase of revenue has exceeded 52 per cent. I have explained this to show that the only reason for a smaller increase of revenue is the fact that a smaller percentage of the assets has been retained for Government than was originally provided for, this smaller percentage having been taken under the orders of Government.

547. It is necessary to preface all comparisons of early revenues with the remark that there is no record for exact comparison of the areas for which the revenues are stated, and the conversion into rupees from cowris is not made at a constant rate, nor is it possible to determine in all cases whether rupees* are "Sicca" or "Arcot" or "Dasmash" or "Company". In this paragraph, therefore, I shall only bring together some historical records of the revenues, and in the next paragraph shall give figures more accurately comparable with the area under report.

"In the absence of any regular historical documents," writes Mr. Ewer, Commissioner of Cuttack in 1818, "it may be conjectured from various recorded facts and surviving monuments that Cuttack, at the time of the Mughul conquest, was in a vastly more flourishing and civilised condition than we now find the country."

In 1174 A. D. we find that Raja Ananga Bhim Deo, in a speech preserved in the Puri Temple Records, returns his revenue, including that of his dependent (?) principalities at 35 lakhs of *marks* of gold (Stirling tells us that a *mark* is equal to 5 mashes in weight, but deliberately refuses to guess its value; at the present day a *mark* is 99 grams troy).*

* See Asiatic Society Journal, Volume LXI, Part I, page 43. "Troy weights and general measures of Ancient Orissa" by Babu M. M. Chakravarti. On page 49 35, *marks* of gold are said to be worth Rs. 71,21,212.

In the Ain-i-Akbari we find the revenue of the sircars Cuttack and Bhadrak, with part of Jaleswar, returned at 17 lakhs Sicca rupees. I understand that this sum represents the financial results of the settlement started by Todar Mal and completed by Man Singh in 1592 A.D.

In 1748 A. D., "the Soubeh of Cuttack was ceded to the Berar Mahrattas by Aliverdi Khan in commutation of the *chout* or tribute of 12 lakhs demanded by them from the provinces Bengal, Behar and Orissa." (Ewer).

Mr. Ewer further quotes Mr. J. Grant as follows :—

The district yielded from a *hastabud* in the beginning of the present (18th) century Rs. 22,58,000 of sorts, including a net *jamabandi* of Rs. 13,94,521 lately increased to 16 lakhs.

He then gives the reported *jama* of the Mahrattas at 15 lakhs of Arcot rupees, but say that it was not often collected.

From 1758 to 1763 we read in Stirling that Sheo Bhat Santra made an assessment amounting to 18 lakhs of Arcot rupees. From certain accounts furnished to Mr. Stirling by the family of the Mahratta Dewan he finds the Mahratta revenue as follows :—

				Rs.
Payable to Nagpur	....	....	....	6,00,000
Expenses of troops	....	....	....	9,00,000
Total				15,00,000 said to be equal to 13½ lakhs Sicca rupees.

It is perhaps unprofitable to pursue closely the subject of the financial results of the early settlements, but it is interesting to note that during the last 40 years of the eighteenth century four settlements by Sheo Bhat Santra, Shambha Ji Ganesh, Raja Ram Pandit and Tukaji Sukh Deo are reported to have raised the demand from somewhat more than 11 lakhs Sicca to 16 lakhs. In these figures both Khurda and the Tributary States appear to be included, but we have ample records to show that the full demands were never realised. In all the foregoing figures there is great uncertainty, but in paragraph 54 of Mr. Ewer's Report of 1818 we find that excluding Khurda the Mahratta demand in 1803 was Rs. 10,81,000 (Sicca). This amount seems to include the contribution by the *Gurhjats* or Tributary States. Mr. Toynbee at page 35 of his history gives the Moghul revenue (including Khurda and the Tributary states) at less than 16 lakhs standard rupees, and less than 14½ lakhs standard rupees under the Mahrattas, but he adds that the Mahrattas never collected this sum and probably the realisable *jama* for 1803-1804 was 12 lakhs. Assuming Rs. 1,081,000 (Sicca) as the revenue of the Province (including the Tributary Mahals) we find that Messrs. Ker and Groome increased it by one lakh (Sicca) rupees. This was again raised by the triennial settlement of Mr. Webb in the following year to Rs. 12,39,000 (Sicca). The increase was partly due to the conversion * at 4 *kahans* of *cowris* to the rupee instead of 4.2 and to some extent to the extension of cultivation after its contraction during the time of Mahratta misrule (see Mr. Tyonbee's History, page 36).

Subsequent additions were made to the revenue by the settlements of Messrs. Buller and Richardson, till an increase of 3 lakhs Sicca over the Mahratta demand was obtained. Mr. Ewer, writing in 1818, finds the area of Orissa (excluding Khurda and the Tributary States) to be 6,300 square miles. He has not of course included the area north of the Subarnarekha which was then part of Midnapur, nor the permanently settled and *peskas* mehals. His paragraph 61 (report of 1818) shows that his figures are conjectural. The revenue of this area he returns at Rs. 14,39,000, Sicca rupees, and the incidence at 10 annas Sicca per bigha of 1,600 square yards (see Chapter X, paragraphs 148 to 254).

In 1821 we find in Stirling the following figures :—

			Rs. (Sicca.)
Moghulbandi (excluding Pataspur)	....		12,64,370
Khurda	....	....	61,169
Zamindaris of the Tributary Chiefs	....		1,20,411
Total			14,45,950

* Asiatic society Journal Vol. LXI., Page 47, 48, 49 shows rates of Conversion in Orissa varying from time to time.

Expressed in Company's rupees Mr. Toynbee gives the demand from 1810-20 to 1821-22 at Rs. 15,27,831 as against Rs. 13,14,825 (Company's rupees) in 1804-05 (Appendix I of Mr. Toynbee's History).

548. I turn now specially to the area dealt with in this report.

The above figures show a gradual increase of revenue from the time of the conquest, and notwithstanding the enormous increase of cultivation the assessment were founded on little or no detailed information. Mr. Ewer wrote :—

The Jama of Cuttack (the Province of Orissa) has, however, notoriously been fixed or at least augmented at hazard, without any satisfactory ascertainment whatever of the real value and capabilities of the estates from which an increase has been levied, and in consequence of defective information on which the revenue authorities have hitherto proceeded. Some weight must be attached to the frequent and vehement complaints on the subject preferred to me during my tour through the district by all classes of cultivators and proprietors, raiyats, mokaddams, sarbarakars and zamindars.

Mr. Ewer goes on to depict the extraordinary changes brought about by sales, public and private, during the first few years of this century. He says that out of 3,000 Uriya proprietors of the settlement papers dated 1808, only 1,449 survived in 1818, and they were only responsible for a revenue of Rs. 4,60,000, and from that some Rs. 1,50,000 should be subtracted for the estates of Lembai and Kotdes which had been treated with special leniency. He concluded by stating that "the original proprietors of land, paying only a jama of about Rs. 3,00,000 are in possession of their estates at the present moment when the jama of the Moghulbandi is 13,93,000, a statement which evinced strikingly the extensive ruin which had overwhelmed the ancient landed interests of the country under the British administration."

We find that in 1806-07-08 the estates sold fetched prices amounting to half the *sadar jama*, while in 1809 to 1812 the price was 20 per cent. more than the *sadar jama*, and in 1813 to 1816 it was 40 per cent. more. Mr. Toynbee's History concerning the early settlements may well be read in this connection (pages 23 to 58). An account is also given in Chapter X of this report.

I think it is best for purposes of comparison of increase of revenue to take the detailed statement given on page LXXVIII of Mr. Toynbee's History, converting Sicca ruppes into Company's ruppes. By exclusion of figures for Khurda and the Tributary States we find the demand for—

			Rs.
1819-20	...	...	13,39,000
1804-05	...	...	11,02,000
Increase	...	...	2,37,000

549 On the subject of increase of revenue, it is interesting to record the following extract from Stirling's History, written in 1821.

"The revenue derived from the salt monopoly exceeds the total amount of the land rents paid to the State, and is entirely the creation of the British Government. The Salt sold within the Province yields a net return of about 3 lakhs, and the quantity annually exported to Calcutta for public sale at the Salt Office produces little short of from fifteen to sixteen lakhs. Under the heads of customs, tax on spirituous liquors, and tax on pilgrims, a further net revenue of about one lakh per annum is obtained by the present Government. The value of Cuttack to the Company, therefore, after deducting expenses of management may be fairly assumed at upwards of thirty lakhs of rupees per annum."

It is perhaps superfluous to add that by Cuttack Stirling meant almost the same area as our present Province of Orissa. Mr. Stirling, however, does not give us the other side of the picture. In 1818 Mr. Ewer wrote :—

"I shall say that taxation having considerably increased upon them (the people of Orissa) under the Company's Government, so as fully to keep pace with any improvement of their means and resources, and in the instance of the salt tax I fear it has rather *anticipated* the capability of the people to sustain new burdens; the operation of the Revenue Regulations having dispossessed and ruined upwards of two thirds of these original proprietors who possessed the goodwill and the confidence of the great mass of the agricultural population."

550. In Mr. Moffat Mills' Minute, (printed on page clxxii, *et seq* of Mr. Toynbee's History under section entitled "*malikana*"), the amounts of revenue are

Revenue of Orissa, 1804 to 1828.

given in Sica rupees and the heading "Moghulbandi" includes Khurda. I have therefore reduced the Sica rupees in the heading Moghulbandi to Company's rupees (at the rate of 97 to 103) and deducted the *jama* of Khurda. The balance shows the demand settlement by settlement for the temporarily settled area dealt with in this report. The figures in this list are expressed in Company's rupees :—

Under Regulation.		Total revenue.	Deduct jama of Khurda.	Balance.
		Rs.	Rs.	Rs.
1804	Regulation XII of 1805	12,84,000	1,06,000	11,78,000
1805	Ditto	11,95,000	1,06,000	10,89,000
1808	Regulation VI. of 1808	12,03,000	1,14,000	10,89,000
1809	Ditto	11,58,000	1,14,000	10,44,000
1811	Regulation XIII of 1811	13,83,000	1,14,000	12,69,000
1812	Regulation I of 1813	14,25,000	1,14,000	13,71,000
1816	Regulation XIII of 1815	14,95,000	1,14,000	13,81,000
1820	Regulation VI. of 1816	13,90,000	50,000	13,40,000
1821	Regulation XIII. of 1818	14,20,000	50,000	13,70,000
1828		14,85,000	1,04,000	13,81,000

The figures given above have not been reconciled with Mr. Toynbee's Appendix I (page 96), because the latter appear to include permanently settled areas and Tributary States and Khurda. I have taken Mr. Mills' figures because they compare most closely with the temporarily settled area under report. It is true that Mr. Ewer in paragraph 227 of his report of 1818 describes the Moghulbandi as follows:—

The Moghulbandi, as is well known, comprises all that plain and open part of Orissa from the Subarnarekha to the borders of Khurda, which paid a regular assessment to the Moghul Government."

Nevertheless it appears that from Mr. Mills' figures the *jama* of Khurda is to be deducted *i. e.*, from the *jama* under head Moghulbandi, because if he had included the *jama* of Khurda under head "Killas," the amount under that head would have been much greater.

The difference between the figures quoted from Mr. Toynbee's History and Mr. Mills' Minute for 1805 and 1820 is comparatively slight, being Rs. 13,000 in the former case and Rs. 1,000 in the latter.

551. To take an illustration of the somewhat rash manner in which Enhancements revenue in revenue was enhanced at the beginning of the Cuttack, 1804, up to date. century in the course of the early British settlements the following figures for Cuttack District are interesting :—

		Rs.
Demand for	1804-05	4,43,000
	1805-06	6,32,000
	1808-09	6,42,000
	1809-10	7,11,000
	1812-13	7,10,000 decrease
	1813-14	7,25,000
	1815-16	7,18,000 decrease.
	1816-17	7,16,000 ditto
	1819-20	7,17,000
	1821-22	7,30,000 ditto.
	1822-23	7,06,000 ditto.
	1837-97	7,06,000 ditto.

N. B.—In these figures Pargana Gagra Damarpur is included.

The demand for the settlement which has just expired was actually less than that of 1809-10.

552. In the chapter on Early Revenue Settlements (Chapter X) some account of the fluctuations in revenue has been given, together with an account of the procedure adopted under Regulation VII of 1822 in the settlement which has now expired. It is only necessary to say here that in the settlement from 1817 to 1820 the revenue was reduced by nearly half a lakh, and from 1821 to 1823 the revenue also reduced. This settlement was extended for 5 years with a small increase, after which there was a small further increase. It was not till 1831 that systematic proceedings for resettlement commenced, and though the

settlement which has just expired came into force nominally from 1837, all the *mahals* were not settled till 1843 and the accounts were closed on 30th April 1845.

553. I propose now to make a further comparison of revenues. Taking the figures already quoted for 1804-05 and 1820, and taking the figures for the settlement concluded in 1845 as given by Mr. Commissioner Gouldsbury, we have the following results :—

Temporarily settled area.	Revenue demand of 1805	Revenue demand of 1820	Revenue demand of 1845	Revenue demand up to 1897 according to Collectors.	Revenue settled in 1897-98-99.
	Rs.	Rs.	Rs.	Rs.	Rs.
Cuttack	10,89,000	13,40,000	7,19,300	7,13,300	10,98,400
Puri (excluding Khurda)			1,30,000	2,92,800	3,76,700
Balasore			3,85,200	3,78,000	6,27,800
Total	10,89,000	13,40,000	14,34,500	13,84,100	21,02,900

The somewhat large discrepancies between the Puri figures in columns 4 and 5 are explained by the fact that the three large estates of Serai, Chaubiskud and Rahang were reculant at the last settlement. Thus the figure in column 4 for Puri includes the whole *mufassal jama* of these estates except the *malikana* allowance of 9 per cent., whereas in column 5 only the Government revenue at 60 per cent. of the *mufassal jama* is included. In Cuttack there is a slight decrease in column 5 on account of acquisition of lands for irrigation purposes and consequent rebate of revenue. In Balasore I attribute the decrease in column 5 to changes of boundaries of the District.

The above figures refer to the temporarily-settled area in Orissa, excluding Khurda, the *sadar jama* of which has been raised by the same agency (the Settlement Officer of Orissa and his Assistants) from Rs. 2,51,000 the demand of 1896, to Rs. 3,06,000. In addition to the above, Government receives the following revenues :—

	Rs.
Tributary States	33,300*
Cuttack-Permanently-settled estates	79,700
Puri Permanently-settled estates	3,300
Balasore Permanently-settled estates	34,800
	1,51,100
Add-Khurda	3,06,000
The temporarily-settled area of this report, viz. 6,346 estates and the killajats †	21,02,900
Total	25,60,000

554. Before discussing the results of settlement of revenue I give a summary explanation, which may be regarded as applicable to all the figures. It has been already given in paragraphs 512 and 545, but is repeated in order to save reference. Cuttack was not only highly assessed at the last settlement, but the area fit for extension of cultivation was (comparatively) less than in Balasore. Again, Puri was not only highly assessed, but had a much smaller area fit for extension of cultivation than Cuttack, and in addition to this the best lands were already occupied by highly assessed privileged tenants, *i.e.*, *thani* raiyats and *bazyafidars* (see my No. 2776 of 31st December 1897, Appendix A, No. 13). The *thani* raiyats are still paying very high rents as compared with the *pahi*. Moreover, *bazyafati* lands in Puri were more highly assessed than in other parts of the Province, and the increase on that head is comparatively small. As for revenue, in Puri at the last settlement 70 per cent. of the assets was taken as revenue far

* See also paragraph 592.

† An account of killas Ragri, Chausatpara, Balarampur, Ambo, and Mangalpur is given in paragraph 610. See also paragraph 269.

more frequently than in the other two districts ; in fact, in the other two districts 65 per cent. was usual, 60 per cent. was only found as an exception, and 70 per cent. was very rare. It may be added that in a few estates created out of resumed (*bazyafiti*) tenures having an area of more than 75 acres only 50 per cent. of the assets was taken as revenue. Lastly, in Balasore the incidence of rents was low at the last settlement, and the area for extension of cultivation comparatively unlimited. Moreover, in 1831 a storm-wave had devastated large cultivated areas and estates on the sea-face, so that even by the time of the last settlement the lands had not recovered. During the last 60 years there has been comparative immunity from such calamities, and the lands have speedily come under cultivation. The general result of the present proceedings is that revenue for 6,351 estates has been raised from Rs. 13,84,000 to Rs. 21,03,000.

To turn to general figures for revenue—

The high percentage taken for revenue at the last settlement has been set forth above. In the present settlement, thanks to the liberality of Government, only 50 per cent. to 55 per cent. of the assets has generally been taken as revenue. We may therefore for the purposes of comparison say that whereas at the last settlement Government took 64 per cent., only 54 per cent. has now been taken.

This fact of course makes a very great difference in the increase of revenue. In the figures for revenue the large Government estates obscure the percentages, because in a Government estate the figures read that no allowances are given to proprietors, the percentage retained for revenue being 100 per cent. Eliminating Government estates, the percentage taken as revenue works out to 54 per cent.

Totals for revenue, excluding *khas mahals*, are as follows :—

DISTRICT.	At last settlement.		At present settlement.		Increase		Effect on Zamindari's income.		DIFFERENCE.	
	Per-centage	Amount.	Per-centage.	Amount.	Per-centage.	Amount.	Former income.	Income after settlement.	Per-centage.	Amount.
1	2	3	4	5	6	7	8	9	10	11
		Rs.		Rs.		Rs.	Rs.	Rs.		Rs.
Puri	66	2,89,100	58	3,71,800	28	82,700	2,78,600	2,65,200	—5	—13,400
Cuttack	64	7,13,300	53	10,98,400	54	3,85,100	11,21,300	9,48,200	—15	—1,73,100
Balasore	65	3,52,000	53	5,92,400	68	2,40,400	5,98,300	5,14,700	—14	—83,600
Total.	64	13,54,400 (excluding Khas Mahals)	54	20,62,600 (excluding Khas Mahals)	52	7,08,200	19,98,200	17,28,100	—14	—2,70,100

555. The general percentage now retained as revenue in the above

The percentage of the assets retained as revenue.

statement works out by actual calculation to 54.

In Part IV, Chapter XX, I have set forth the general rules and the special considerations which led me to propose the different revenues for different estates. As applied generally to each district it may be said that Government, having expended large sums on irrigation and protection in the Cuttack District, I was induced, where possible, to propose 55 per cent. rather than 50 per cent. on that account. On the other hand, in certain Parganas of Puri, e. g., Kotrahang, where 70 per cent. had been taken as revenue, it was impossible to make proposals at less than 60 per cent. without reducing the Government revenue or in certain cases unnecessarily raising the proprietor's income. The figure 58 per cent. for Puri is of course enormously increased by the estates of Kotdes and Delang (Lembai), the revenue of which make up more than two-fifths of the revenue of the District. In these estates 60 per cent. was proposed as revenue, and the assessments have been confirmed by the Board. Both estates have been grossly mismanaged for several years and yielded a very small increase of revenue. That the general percentage of 58 per cent. is not severe to the proprietors may be gauged by the fact that their loss of income is only 5 per cent. while Government has only reaped a benefit by increase of revenue amounting to 28 per cent.

In Balasore the increase of revenue has been so large that generally more lenient proposals have been made. *

556. The incidence of land revenue per assessed acre works out to Re. 1.35 in Cuttack, Re. 0.90 in Balasore and Re. 1.09 in Puri. The discussion of rents and revenues according to blocks will explain the variations in local areas, and may be referred to. If a summary criticism were of any value it might be said that though the District contains the best lands as well as lands accessible to irrigation, the incidence in Cuttack was fully high enough for the present, that the large area for extension of cultivation has not yet permitted the Balasore incidence to rise as high as it will in the future, while in Puri the mismanagement of zamindars in certain areas has checked the growth of the incidence of rents as well as revenue. In the special report of every estate, as well as in the covering or block reports, the sufficiency of the revenue proposed for each estate is set forth with details, and there is no space here for particulars.

557. We find that zamindars throughout the Province are called upon to pay an increase of revenue amounting to Rs. 7,21,000+ and that they will collect by increase of rents Rs. 4,58,000. Thus the loss of income on paper is Rs. 2,63,000, or 13 per cent., the income before settlement amounting to Rs. 20,27,000 and after settlement to Rs. 17,64,000 ‡ as against only Rs. 7,56,000 at the last settlement.

The following statement shows the true effect of the present assessment on the income of the zamindars :—

			ASSETS.		
			Last Settlement.	Existing.	Settled.
			Rs.	Rs.	Rs.
<i>Tanki bahal</i>	...	...	13,700	13,500	13,500
<i>Kharida jumabandi</i>	...	...	43,800	41,400	65,800
Other tenure-holders	...	...	200	2,800	5,200
<i>Kamil bazyafti</i>	...	...	68,800	40,300	61,500
<i>Nisfi bazyafti</i>	...	...	94,600	91,700	2,38,500
<i>Thani raiyats</i>	...	...	7,65,300	1,98,400	2,11,400
<i>Thani-pahi raiyats</i>	...	...	...	5,10,900	5,39,900
<i>Pahi settled and occupancy raiyats</i>	...	...	8,95,700	19,83,500	21,07,800
<i>Pahi non-occupancy raiyats</i>	...	...	...	33,200	45,100
<i>Chandina non-occupancy raiyats</i>	...	...	78,000	41,000	41,700
<i>Chaukidari jagir resumed...</i>	...	...	...	...	43,000
Other	...	...	...	...	16,700
Tenancies now fully assessed to rent.	...	...	600	4,700	12,800
Tenancies valued for revenue	...	...	200	29,700	46,200
<i>Nijjot and nijchas</i>	...	...	1,47,300	3,84,500	3,84,500
Culturable waste	...	...	5,200	...	100
<i>Tanki tenures now included in bazyafti</i>	...	...	1,400	...	...
<i>Sairat</i>	...	...	23,400	34,000	34,000
Total	...	...	21,38,200	34,09,600	38,67,700
Deduct tenancies valued for revenue and resumed <i>Chaukidari jagir</i>	...	...	200	29,700	89,200
Add 15 per cent. of resumed <i>Chaukidari jagir</i> .	...	...	21,38,000	33,79,900	37,78,500
...	...	...	...	...	6,400
...	...	...	21,38,000	33,79,900	37,84,900

We may therefore say that the increase of assets of which the zamindars will be able to partake amounts to Rs. 4,05,000 and the increase of revenue which

* See also paragraph 559.

† Including the increased demand from Khas Mahals.

‡ Excluding Khas Mahal figures, Rs. 19,98,000 and Rs. 17,28,000 respectively.

they will have to pay amounts to Rs. 6,85,000, exclusive of the Chukidari Fund, the actual loss of income being Rs. 2,80,000 as against the paper loss of Rs. 2,63,000.

The following comparative table (in lakhs of rupees) will show the effect on the incomes of the zamindars :—

		Assets.	Revenue.	Income of zamindars.
Last settlement	....	21.38	13.82	7.54
Existing	....	3.049	13.82	20.25
Existing after settlement.	}	34.09	18.74	15.35
Now added		4.68	2.29	2.29
Total settled	....	38.67	21.03	17.64

From the above sets of figures it will appear that income of the proprietors on paper is reduced (in lakhs of rupees) from 20.27 to 17.64 or by 2.63; but the actual reduction is greater, i. e., they will have to pay 7.21 more and will receive 4.41 more and will suffer a loss of 2.80, being rather less than 14 per cent.

558. Some account must also be given to show the effect of the assessment to revenue on the incomes of the proprietary etenuholders.* The rules which have been followed are referred to in Chapter XX of Part V and are detailed in Part IV of Appendix C to this report.

The result of re-settlement has been to raise the amounts payable by proprietary tenure-holders from Rs. 3, 27, 700 to Rs 4, 72, 100 by increments extending over several years.

Their allowances amounted at the last settlement to Rs. 77, 600 or 19 per cent., of the *mufassal jama*; by 1896 their incomes (nominal) had risen to Rs. 2, 47, 700 and by the resettlement are eventually reduced to Rs. 1, 78, 800 or 27 $\frac{1}{2}$ per cent of the gross assets. The nominal ultimate loss to the tenure-holders is therefore 27.8 per cent., of their incomes before settlement.

The general principle followed has been to give the benefit of any increased allowances to the tenure-holder and not to reduce his income by more than 20 per cent. for the first two years, nor ultimately (*i. e.*, after the *rasadi* period) to reduce his original income by more than 36 per cent. An illustration may be given as follows :—

[illegible]

* 1898 is the year in which the revenue of 1305 is paid.

The existing income of the tenure-holder is $200 - 80 = 120$; this income reduced by 20 per cent. amounts to Rs. 96. Now 25 per cent. of the new assets, Rs. 250, only amounts to Rs. 62-8; to Rs. 33-8 is therefore to be added to make up Rs. 96. It is deducted from the shares of the proprietor and the Government in the proportion of 20 to 55. After the first two years the tenure-holder's income

† See also Paragraph 308.

may be reduced if necessary till it is 36 per cent. of his original income. In the above illustration a further reduction of Rs. 19 may therefore be made Rs. 96-19 = 77. If from this Rs. 62-8 be deducted, the concession to be given for the remainder of the term of settlement amounts to Rs. 14-8, payable by the proprietor and Government in the proportions of 20 to 55 per cent. or in round figures Rs. 4 and Rs. 10-8. In a few cases it has not been necessary to sacrifice Government revenue by carrying out this rule, e. g., in cases where the zamindars own the largest share of, or the whole of, the tenure, or where there has been fraud or the tenure-holder is known to be very wealthy. In fact this rule has been followed in cases where there has been an enormous increase of assets and where by taking the percentage allowed to the tenure-holder at the last settlement, or even 5 per cent. More, the loss of income would be ruinous. It may be said that generally the tenure-holder has been allowed to retain from 5 to 20 per cent., more allowances than he received at the last settlement; exceptions have, however, been made in cases where fraud and collusive record of low rents have been discovered.

A list of the proprietary tenure-holders who have been assessed to revenue has been given in the Appendices GA to HC.

The Government orders No. 2367 L.R. of 5th. August 1897, Board's No. 834A. of 28th. July 1897, Director of Land Records' No. 250 T.-S. of 15th. July 1897, and No. 140 T.-S. of 13th July 1897 and my No. 1336 of 18th June 1897. may be perused in connection with the assessment to revenue of the proprietary tenure-holders or 'sub-proprietors'. Two points should be borne in mind; firstly, that only the *muquaddams*, *padhans*, *kharidadars* of the first class, and *shikmi* zamindars get *malikana* on recusancy, and a right of re-entry belongs only to the *padhan*, and probably to the *shikmi* zamindar and *pursethi kharidadars* secondly, that any allowances given at this settlement in excess of the allowances given at the last settlement are merely temporary concessions. At a future settlement the sub-proprietors are only entitled to such percentage of allowances as they retained at the settlement of 1837-45. These allowances are as follows:—*

<i>Shikmi zamindars</i>	All the proprietary allowances in some cases and all except 5 or 10 per cent. in others.
<i>Muquaddam</i> ...	{ 20 per cent. 25 per cent., rarely.
<i>Padhans</i> ...	20 per cent.
<i>Maurasi sarbarahkars</i>	{ 15 per cent. 20 per cent., rarely.
<i>Pursethi Kharidadars</i>	Usually 30 per cent.

559. I have already mentioned in Chapter XX the fact that permission was given to make proposals for *rasadi* increase of revenue. In that chapter some account of the nature of these proposals and the principles of their application has been given.

The *rasadi* term ranges from one year in the case of some estates to 10 years in the case of a few. I have arranged that from 1315 (1908) the full revenue is to be collected in all three districts. The financial results of these *rasadi* proposals are as follows; (the value of the revenue demand for 11 years of each District has been calculated as well as the value of the *rasadi* terms for this period):—

	Cuttack Rs.	Balasore Rs.	Puri Rs.	Total. Rs.
(i) Totals of the revenue demands from 1305 to 1315 (1898-1908) excluding <i>killajats</i> † and <i>khasmahals</i> .	1,15,42,000	60,92,000	40,04,000	2,16,08,000
(ii) Total value of remission involved in the <i>rasadi</i> proposals for that period ...	4,16,000	3,10,000	54,000	7,80,000
(iii) Percentage of remission to demand for that period ...	3.6	5	1.3	3.5

From the above figures it will be seen that for the first 11 years of the settlement the *rasadi* remissions amount to $3\frac{1}{2}$ per cent., of the demand. in 1305 (1898), the first year of the settlement, *rasadi* proposals were made amounting to

* See Paragraph 308.

† See Chapter XXIV. Paragraph 612.

5 per cent, of the demand for that year in Puri, 11 per cent., in Balasore and more than 10 per cent., in Cuttack.

By the time we get on to 1310 (1903), the value of the *rasadi* remission will have fallen to 16,400 in Cuttack, 16,300 in Balasore, and 3,200 in Puri. At the end of 1314 (1907) they will all expire, and the full demand is to be realised in 1315 (1908).

The following statement, showing year by year the effect on the proprietors' and sub-proprietors' incomes during the *rasadi* periods, is interesting (*khas mahals* and *killajats* are excluded).

The figures show percentage of variation on the income after re-settlement, but it is to be remembered that all the new revenue was not introduced in 1305 (1898), hence the fact that proprietor's incomes are shown as increased in that year. The figures for 1307 (1900) show the results on completion of settlement :—

Year.	1305 1898	1306 1899	1307 1900	1308 1901	1309 1902	1310 1903	1311 1904	1312 1905	1313 1906	1314 1907	1315 1908
1	2	3	4	5	6	7	8	9	10	11	12
Cuttack	+3.1	-7.7	-9.5	-10.7	-11.1	-14.0	-14.0	-14.1	-14.1	-14.1	-15.4
Balasore	+13.3	-4.8	-5.3	-6.4	-7.0	-10.7	-10.8	-10.9	-10.9	-10.9	-13.4
Puri	+12.5	1.2	-2.4	-3.0	-3.2	-3.7	-4.7	-4.7	-4.7	-4.7	-4.8
Total.	+7.5	-5.6	-7.3	-8.3	-8.7	-11.6	-11.8	-11.8	-11.8	-11.8	-13.3

* The years refer to the Amli era, for an explanation of which see Appendix OA, 1305 Amli corresponds to September 1897 to September, 1898, but as the revenue is payable in 1898, it is better to reckon 1305 as corresponding to 1898.

In Puri the figure for 1305 (1898) is easily explained by the fact that most of the estates contain proprietary tenures, and from the illustration given in paragraph 558 it will be at once seen that under any system of assessment in such estates, the zamindars' income must largely increase at the time of re-settlement.

As regards Balasore, it is to be remembered that the ultimate increase of revenue is 66 per cent., and that in some cases the increase of revenue has exceeded 150 per cent. For this reason very close attention to the question of the income of proprietors had to be given, and in some cases very liberal initial allowances.

As regards the proprietary tenure-holders, it will be seen from the description given in paragraph 558 that the utmost care has been taken to prevent the initial reduction of income by more than 20 per cent., and the ultimate loss by more than 56 per cent. The results on the proprietary tenure-holders incomes for the first five years are as follows :—

Variations in tenure-holders' income in all estates, including Khas Mahals.

Name of District.	Present income.	PROPOSED INCOME.											
		1305 (1898)		1306 (1899)		1307 (1900)		1308 (1901)		1309 (1902)		1310 (1903)	
		Income	Percentage of change - or +	Income	Percentage of change - or +	Income	Percentage of change - or +	Income	Percentage of change - or +	Income	Percentage of change - or +	Income	Percentage of change - or +
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Cuttack	Rs. 1,01,700	Rs. 1,17,300	+15.4	Rs. 89,100	-12.3	Rs. 87,300	-14.9	Rs. 80,500	-20.9	Rs. 79,100	-22.2	Rs. 76,600	-24.7
Puri.	96,300	88,400	-10.3	76,900	-20.2	70,900	-26.4	68,600	-28.8	68,600	-2.8	68,600	-28.8
Balasore	49,700	50,100	+0.96	40,700	-18.1	40,400	-18.7	36,000	-27.4	33,800	-3.2	33,600	-32.3
Total	2,47,700	2,53,800	+2.5	2,06,700	-16.5	1,98,000	-19.8	1,85,100	-25.3	1,81,500	-26.7	1,78,800	-27.8

Most of the new assessments did not take effect till 1306 (1899).

It is to be remembered also that these proprietary tenure-holders almost invariably have large areas of *nijchas*, the valuation of which at village rates bears a very small proportion to the profits arising from the cultivation of these areas. It may be also added that their relations have generally large areas in the village under raiyati tenures. I submit therefore that the proprietary tenure-holders should have no difficulty in meeting their engagements from the very commencement of this settlement.

I may add in conclusion that the incomes now left to the proprietor at the end of the present operations (*i.e.*, in 1305 or 1898) are 186 per cent., in Cuttack, 111 per cent., in Puri, and 250 per cent., in Balasore higher than they were at the conclusion of the settlement of 1837. In 1315 (1908), when the *rasadi* periods shall have expired, the proprietors' incomes will still be 134 per cent., 79 per cent., and 167 per cent., higher than in 1845, without taking into account any increase by enhancement of rents of nonoccupancy raiyats or by assessment of new cultivation which may be added to their profits in the meanwhile.

560. After perusal of the figures in the preceding paragraphs, it will not seem surprising that there is little to say on the subject of objections and recusancy. There was some hesitation at first on the part of proprietors to engage for revenue, but this was mainly due to two causes—(1) A mistrust of the terms of the *kabuliyat*; (2) they thought that some of their fellow zamindars would not have to pay the new demand till 1306 (1899), whereas they had to pay it for 1305 (1898).

The orders of the Secretary of State * to take as revenue 50 to 55 per cent. of the assets, and to fix 30 years as the term of settlement came as a most grateful surprise to the zamindars, and beyond the natural reluctance to make payments in excess of old revenue which had been in force for 60 years, only few genuine objections remained.

I divide the objections to assessment of revenue into four heads—

- (i) Objections to the form of *kabuliyat*.
- (ii) Objections by some zamindars to pay in 1305 (A.D. 1898), *i.e.*, before others.
- (iii) Other objections (chiefly by petition).
- (iv) Recusancy.

561. (i) On this subject some explanation is necessary.

In Appendix O, Survey and Settlement Manual, p. civ., a form of *kabuliyat* for temporarily settled areas is given. After various amendments, this *kabuliyat* † has been sanctioned by the Board and Government. The main points which came under discussion were—Abatements of revenue for calamities of the season; collections in accordance with the record of rights; the construction, maintenance, and abandonment of embankments during the currency of the settlement; the preservation of grazing grounds; rights in minerals; provisions for returns to the *patwari* or to the Land Records' Maintenance Department; provision for the survey and preparation of a record of rights at or near the time of expiry of the settlement (in preparation for the next).

At the last settlement, the zamindars executed a *kabuliyat* without any conditions. They merely engaged to pay so much revenue in a paper in which sometimes two instalments were recorded. It was not therefore unnatural, on being asked to sign a formidable *kabuliyat* of 11 or 12 clauses containing duties, pains and penalties, that they showed some hesitation. I take no small blame to myself for not having published abroad the form of *kabuliyat*, but the mistake was remedied, I sincerely believe, by the careful manner in which objections were subsequently listened to and decided by the higher authorities.

In connection with the correspondence on the subject of the form of *kabuliyat*, Board's paragraph 4 of No. 330A of 26th July 1897 to Director of Land Records & Agriculture, Board's No. 1057 A of 22nd September 1897, and Government order No. 3403 of 17th August 1897 ‡ may be read. The important points are that the right of Government to construct embankments was not reserved,

* Despatch No. 20 of the 3rd February 1898 from the Secretary of State for India, Printed as Appendix A No. 17.

† See Appendix A (21)

‡ See Appendix A (20-21).

but only its right to maintain or abandon them. Government also reserved the right to all minerals except laterite and limestone, as well as facilities for working and carrying away such minerals. This right was reserved in accordance with the orders of the Government of India.

The Landholders' Association of Orissa raised objections to any interference with the rights of landlords in mines. They based their objection on the fact that deeds of sale of estates in the Province convey '*Pota*', '*nota*', '*nidhi*', '*nikhat*', and that minerals are included in '*nikhat*'. I have been unable to obtain a translation of this phrase but '*pota*' means 'buried' and '*nidhi*' means treasure.

They objected to the abandonment of embankments, and that too without provision for remission of revenue. The procedure under which the Collector was authorised to take the estate under *khas* management was also objected to as "unnecessary" in view of the existing provisions of law.

The above objections were not put forward till March 1898. They were sent to me for submission to the higher authorities, with a request that I would postpone execution of *kabuliyats* till orders were passed. It was impossible to make any postponement, as the latest day of payment was 28th April 1898, but the Association was satisfied with my reply :—

I am unable to postpone execution; but feel sure that Government will, under the terms of clause 9, if any terms of *Kabuliyat* are altered or modified, allow zamindars to execute new *Kabuliyats*.

In my No. 764 of 26th March 1898, I submitted the memorial to the Director. He forwarded it to the Board with his No. 825 S., of 20th April 1898. The Board returned the memorial (No. 761A of 11th May 1898), and desired that the Government orders should be explained to the memorialists. The Commissioner, however, again addressed the Board (his No. 1790 S., of 26th July 1898) on the subject. In the meantime several memorials from zamindars had reached Government, and after some further correspondence the telegram of 22nd October, followed by Government order of 26th October 1898, set the objections finally at rest. The telegram runs as follows :—

The Lieutenant-Governor has considered the four memorials presented to him by the Orissa Landholders' Association and other bodies. He is unable to alter the *Kabuliyat* as issued for signature in any one of the items, but the memorialists may be assured that there is no intention on the part of Government to depart from any of the measures of consideration which have been usual on any occasion of agricultural injury.

The Government orders (No. 873.-T. of 26th October 1898) explained matters in detail to the zamindars and I have never heard of a single objection since. These orders conclude with an assurance to the zamindars that :—

It is not the intention of Government to regulate its dealings with any harsh or arbitrary principles differing from those that have governed its policy in the past, or to refuse to them such reasonable treatment as law and equity may demand, or even the special considerations for which occasion may from time to time arise and which Government has always shown.

562. The above objections were not of course directed against the amount of the newly assessed *jama*, nor had the objection to paying for 1305-1998 when other zamindars only to pay for 1306 anything to do with the new *jama* except in so far that it was an objection to pay more than the old revenue for a particular year. When it is remembered that during the last settlement proceedings under Regulation VII of 1822 ran on from 1831 to 1845, and that the assessments came into force from 1837 on the dates on which they were confirmed, it is not so surprising that in the present proceedings the revenues of all the estates, now swollen in number to nearly 6,400, could not be brought in at the same time. Including Khurda, rents had first to be judicially settled for 17 lakhs of tenants; then the assets of the estates had to be compiled, reports to be written, notices to be issued, objections to be put in and disposed of, and finally revenue proposals had to be made to the higher authority.

In order to reduce the loss to Government as much as possible, my power to take *Kabuliyats* under clause 9 of the conditions was invariably exercised, orders of higher authority being afterwards given effect to. This procedure gave some extra trouble and may still cause trouble to the Collectors, but it has saved Government very serious financial loss.

I estimate that by not bringing in the revenue of all the temporarily settled estates in the Province for 1305 (1890), the loss was as follows :—

			Rs.
Cuttack	....	....	1,23,000
Puri	....	....	32,000
Balasore	....	....	1,09,000
Total	....	....	<u>2,64,000</u>

The above sum is calculated from the totals of the differences between the old and new revenue for estates not assessed with revenue payable from the beginning of 1305 (having "latest day of payment" 28th April 1898.)

Nothing more need be said about the objection by zamindars to pay now revenue when others were still paying the old than that it is a perfectly natural objection. We did not find out that it was impossible to get all the new revenue in at once in time to select for first assessment the zamindars who had given us trouble or who were suspected of collusion. In fact, progress in this work was purely geographical, and the arrangement was made entirely in the interests of economy and progress; so far then as zamindars were concerned, some were fortunate others were not.

563. Petitions of objection to the amount of assessment made by zamindars were generally of a very stereotyped nature. The (iii) Other objections. petition would make the estate out to be specially liable to flood or drought, and sometimes to both. If there was a *hat*, in the estate, objection would be taken to its assessment; a paragraph or two would follow on the impossibility of getting any further profits out of the estate because there was no more culturable waste; then the Tenancy Act granting occupancy rights to *pahi* raiyats would be held out as a grievance. The petition would probably conclude by objection to the valuation of *nijchas* and a prayer for allowances at 60 per cent.

The special reports for each estate and the block or covering report generally contained all the information necessary to answer the above objections. Very special consideration had been paid to the questions of flood and drought by officers thoroughly well acquainted with the local conditions. Such disabilities were therefore always set forth in detail and due allowances were made.

As regards *hats*, some of the earliest assessments were startling, but after the orders of Government were received to fix only a ground rent on the site, these assessments were all reduced. The question of loss of future profits by the lack of culturable area could not well be taken into consideration, because the assessment was based on present assets. As for the Tenancy Act, the zamindars appeared to shut their eyes to the rights of occupancy given by Act X of 1859. As regards *nijchas*, the zamindars expected some favourable valuation because such lands were generally valued favourably at the last settlement. Government and the Board deliberately refused to countenance any under-valuation which would obscure the assets. Ultimately a fair letting value for the *nijchas* lands were calculated, allowances being made for any specially poor lands. The desire of the zamindars to get lands recorded in their own names for the purposes of a low valuation led them in many cases to oust and try to oust, raiyats, and I hope that the action of Government and the Board in discountenancing under-valuations may serve to protect the raiyats at a future settlement.

I have discussed the stereotyped objections; it is impossible to set forth instances of genuine grievances. They referred, as a rule, to mistakes made by the Department regarding areas and assets, and even to mistakes in the Collectorate registers. As a rule, these objections were made at the last minute, and even afterwards. In some cases of hardship I have been able to revise *kabuliyats*, but there are not a few cases which ought to have come up at the demarcation and survey stage six to ten years ago.

564. There are at present only six recusant estates on the files though the zamindars of about thirty estates have shown a (iv) Recusancy. *disinclination* to engage. In all cases the assessments have been re-enquired into; in some ten cases certain reductions of valuations have been made and other grievances have been redressed, and the

proprietors have engaged. In all the other cases (except six Zamindars have come forward to engage as soon as they heard the *chakla kanungo* had come into the estate to make collections under *khas* management.

There remain six estates; three in Cuttack, the total new *sadar jama*s of which amount to Rs. 23 ; two in Balasore, one with a revenue of Rs. 2, 603 and the other of one anna, and one in Puri, the large estate of Kotdes. The principal recusant estate in Balasore is Mahal Nankar, in Pargana Bhograi, with an existing revenue of only Rs. 969, and the objection is not only to the new revenue, which is taken at only 40 per cent., but to any re-assessment at all the proprietors having put forward a claim to permanent settlement, which is still undecided.

As for Cuttack, the proprietors of *tauzi* No. 3977 have simply refused to appear, in spite of repeated notices. The revenue, though taken at only 50 per cent., has been more than trebled in this settlement, being raised from Rs. 5-5 to Rs. 17. This estate has been formally reported as recusant, and *malikana* has been proposed at four annas and three pies yearly.

Estate No. 435 is liable to loss of crops by flood, but the lands were valued at only Rs. 2-5-6 per acre. The proprietor refused either to engage or to state for what sum he would engage.* An annual *malikana* of 11 annas 4 pies has been recommended, the proposed new revenue being Rs. 4-6. In *tauzi* No. 2602, the proposed revenue is only Re 1-14, and the proprietors have not appeared.

All these estates are so petty that it has been proposed that the Collector shall manage them through his *kanungos*.

I have already alluded to the recusant estate of Kotdes. The objection of the zamindars is not so much to the new *jama* as to each other. They are new purchasers, the representatives of a Puri *Math*, a Mahajan family, and the Chaudhuri family of Binjharpur. They are all creditors of the old zamindars, and their shares of the estate are not sufficient security for their claims. It is clear that they cannot all manage the property, and no one will give way. In the meantime it is advantageous for them to let Government take the management, as, though the *malikana* allowance is very small (only 5 per cent., of the old *jama* or some Rs. 4,000) Government management and good records will enormously enhance the value of the estate. There are a very large number of proprietary tenures in the estate and the tenure-holders had been allowed to pay or not almost as they wished. Probably the summary methods of the certificate procedure will inculcate a more punctual habit of payment, and the estate (a very compact one and favourably situated) will become by far the most valuable in the Province (Khurda excepted).

The rules for dealing with recusant proprietors are printed with the rules for settlement of rents and revenues in the same Appendix. † These rules were confirmed by the Board in their No. 367 A, of 1st September 1899 and have been carried out in the six estates finally declared as recusant. The rules were also followed in the other estates "disinclined to engage," but as soon as the proprietors agreed and paid up all arrears, they executed *kabuliyats* and their papers were made over to them.

565. In this connection Mr. Macneill's Memorandum on the Land Revenue Administration of the Lower Provinces, and Mr. Carey's note in Appendix P. A. may be referred to. We had considerable difficulty in ascertaining the date of expiry of the settlement and the date on which the new revenues should be brought into force. This difficulty led us into making certain forecasts of increase of revenue which never were, or could have been, realised. Rents in Orissa are collected according to the local year ‡ and revenue is collected accordingly. Thus in the previous settlement revenue was fixed till the end of 1304 (August 1897); the last instalments of revenue for that year having as their latest date of payment the 8th November 1897.

For the new settlement, therefore, revenue is fixed till the end of 1334 (August 1927). The rents are fixed for fifteen or five years according to section 113, Bengal Tenancy Act, except those of *thani raiyats*, *bazyaftidars*, holders of *kharida jamabandi* and of resumed *jagirs*, whose rents are fixed till the end of

* The Proprietor of this estate has executed the *Kabuliyat* since the above was written.

† Appendix C.

‡ Appendix O. A gives an account of the *Aml*i and *Wailiti* eras.

1334 (August 1927). On the *Sunia* day of 1335 in September 1927, all rents are liable to be raised and new revenue may be demanded for 1335 and onward. The *Sunia* day will probably fall in September of 1927; on the day before this the present settlement may be said to expire and if the present arrangements continue, the new revenue of 1335 will be payable on and after 28th April 1928. It is important for our successors to note these dates, so as to avoid the errors into which we fell.

On the subject of rent kists there is little to say. Inquiries into the *pattas* of the last settlement showed in some cases no *kists*, in some cases four, and in some cases nine. These *kists* were, however, never observed. Rents are collected for the most part with special care as the 28th April and 8th November (the latest days of payment of revenue) draw near. The Tenancy Act now provides for *kists* of rent, and it was considered unnecessary to make any further provision in the raiyats' *khatians* or *kabuliyats*. *

There has been a great deal of enquiry and correspondence on the subject, not so much of *kists* of revenue, but of the latest dates of payment and the proportions of revenue payable at each date. Final orders have not yet been issued, but I understand that it is intended to make all estates with revenue of less than Rs. 10 pay the full demand on 28th. April, and to make all other estates pay a twelve annas of the demand on 28th. April and four annas of the demand on 8th November.

I venture to submit my final opinion on the subject as follows : That ten annas on 28th. April and six annas on 8th December would, if Collectorate offices could stand the strain of two dates within three-and-a-half months of each other, be much better dates and proportions for raiyats generally, and would make collections more easy for the zamindars. By 8th December, the crop is either cut, or established, or lost, whereas by 8th November there is uncertainty and credit is often hard to get.

There is one point to which attention should be drawn. When orders are finally passed, fresh *kabuliyats* must be executed. Care should be taken to insert the proper month in the column "month in which *kist* falls due"; so as to keep in line with section 2, Act XI of 1859. For instalments payable on 28th April, "March" should be entered as "the month in which *kist* falls due". Thus under section 2 the instalment becomes "an arrear of revenue" on 1st April, and "latest day of payment" of that arrear is 28th April.

For sums payable on 8th December, I would suggest August rather than October for the "month in which *kist* falls due," because August (I believe) always falls in the Uriya year for which the payments are due, and October falls in the next Uriya year. The instalment would then be an arrear of revenue on the 1st September, and have its latest date of payment on 8th December. I have purposely avoided a discussion of the nine *kists* or the seven *kists* and the proportion payable by estates with revenue of more than Rs. 10 and less than Rs. 50, and more than Rs. 50 and less than Rs. 100. The matter has been threshed out at very great length, and is now before Government, and an exposure of the many mistakes which we have made and the anomalies in the Collectors' offices appears to be uncalled for.

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* See also paragraph 344.

Part VI.

CHAPTER XXIII.

REVENUE-FREE LANDS

566. Throughout India it was the practice of the Hindu rulers to assign lands to Brahmans for their support, and to endow monasteries and charitable institutions in perpetuity, and Orissa with its large Brahman population and containing the holy cities of Puri, Bhubaneswar and Jajpur, was no exception to the rule.

These grants and endowments were wholly or partially exempted from the payment of revenue, and so strong was the religious feeling of the country that neither Mohamedan bigotry nor Mahratta greed prevailed to set aside the gifts and make these lands liable to contribute to the public treasury.

567. Lands thus exempted from the payment of the public revenue and styled *lakhiraj*, meaning 'without revenue'. On their acquisition of the Province in 1803 the British found a very large portion of the cultivated land held under various revenue-free grants, and as a preliminary to an enquiry into the validity of their titles, all claimants to hold land revenue-free were required to register their claims and deposit their *sanads*, or deeds of grant, in the central office at Cuttack. For five years this office was kept open, and in that time upwards of 128,000 claims were registered. In 1815 the registry was re-opened, this time with branch offices at Balasore and Puri, and another 30,000 *sanads* were filed. In 1837 began the work of enquiry under regulation XII of 1805 and II of 1819, and in 1841 the final rules were issued, and are here reproduced:—

RULE I.—Officers charged with prosecuting claims against *lakhiraj* tenures shall not prefer or maintain any suit for lands not exceeding ten bighas, which have been held exempt from the payment of revenue or rent without interruption since the 1st December 1790. Provided that in the districts of Chittagong, Sylhet, and Cuttack this indulgence shall not extend to such lands except where the produce is *bonafide* appropriated as an endowment for temples or for other religious or charitable purposes, and that in Cuttack the proof of rent-free possession without interruption shall not be required in the cases so excepted beyond the 14th October 1803, the date fixed by Clause 7, Section 13, Regulation XII, 1805.

RULE II.—In all cases where the Sadar Board of Revenue, to whom general reports shall be made in the forms which the Board may prescribe, of claims relinquished under the preceding rule, shall pass orders for the confirmation of such relinquishment, the orders shall be final, and a certificate, in the form to be determined by the Board, shall be granted to the holder of the lands, confirmatory of this title, to secure him from all future claims on the part of the resumption officers on account of the lands in question.

RULE V.—Whenever any land has been held *lakhiraj* since the 12th August 1765, and the question shall arise whether, having been so held, the tenure was originally hereditary, if it be proved, or be ascertained in the course of the investigation, that one or more successions took place before the said date, such succession or successions shall be admitted by the Government Prosecutor or Agent as conclusive against the claim of Government to deal with the tenure as a grant for life liable to resumption upon decease of the incumbent of 1765 and if there be not proof of an actual succession by inheritance before the 12th August 1765, still, if from the circumstances of the case there be strong ground of presumption in favour of hereditary possession anterior to that date, the Government officers shall abandon the further prosecution of the claim by lapse, and shall not require proof to the specific conditions of the original grant in the manner prescribed by a strict interpretation of the existing law.

RULE VII.—Persons in possession of *lakhiraj* lands in Cuttack, from the date of the acquisition of the province consecutively to the present date, shall be allowed to retain possession during their natural lives, and in the prosecution of any claim to try the validity of the grant or title by which lands may have been so held, the demand on the part of Government shall be for and award of resumption, to take effect upon the decease of the incumbent.

RULE VIII.—Whenever decree of resumption may be passed against a *lakhirajdar* who consecutively held the lands and enjoyed the produce without demand of revenue for thirty years from the date of decree, the case shall be reported through the revenue authorities to the Government, but the settlement of the lands under the decree shall not be delayed because of such reference,

RULE XIII.—Whenever settlement shall be made with the holder of any resumed *lakhiraj* tenure for the dues of Government thereupon the *jama* demanded from the said holder shall be at a rate not exceeding one-half of the gross rental of the land resumed, and if the late *lakhirajdar* have held the whole or any part of the land in *nij* cultivation, then for such land at the rate of one-half of the estimated rent value. This boon is to extend retrospectively to all resumed lands settled since the promulgation of Regulation IX, 1825 (the date on which the settlement principles of Regulation VII, 1822, for the Western Provinces were first introduced into Bengal), with the exception of *lakhiraj* resummptions, which, after final settlement, have been transferred to new hands by public or private sale, at prices corresponding, it is to be presumed, with the *jama* assessed upon them at the time of purchase. In cases, however, where the purchase has been made by Government, the estate will be restored to the proprietors at a *jama* not exceeding one-half of the gross rental, subject to all obligation and encumbrances which may subsequently to the purchase have supervened upon it.

In his Minute of the 23rd January 1847, Mr. Commissioner Mills gives the following account of the proceeding —

In the early settlements the enquiry into the liability of rent-free lands to assessment has been postponed to a future period; but it having been satisfactory demonstrated that the *lakhiraj* land indirectly contributed to the payment of the admitted high assessment of the *thani* lands, in as much as the *thani* raiyats held *lakhiraj* lands at extremely low rates from the profits of which they paid their high *khalisa* rates, it was judiciously resolved that the detailed settlement should be simultaneously conducted, with an enquiry into all such claims; experience further suggested the wisdom of uniting the duty of settlement and resumption in an estate in the same officer.

The rent-free claims were numerous beyond belief; it would, however, exceed the limits of a memorandum such as the present were an attempt made to detail the measures adopted for the purpose of carrying on the operations in a manner least obnoxious to the feelings of the people, and securing a calm and deliberate enquiry into the rights and interests of the parties concerned. It may be sufficient to say that the rent-free claims in the three districts numbered 2,77,925; that no stamp duties or fees were charged; that *khairda ma'afi* claims which were first considered as invalid alienations, were subsequently dealt with as ordinary rent-free tenures, and retrospective effect was given to these orders; that *devotter* and other tenures, the proceeds of which were found devoted to religious or charitable purposes, were considered to be *per se* perpetual, and not liable to assessment because the grants themselves contained no heritable provisions; that erroneous and illegal resummptions were rectified by the Collectors; that the rules of the 17th of April 1840, in so far as they were applicable to Cuttack, were both prospectively and retrospectively carried out; that the settling officers were authorised to relinquish small portions of land not exceeding a few bighas in each village for the *gram devtaks* or village idols; in short, I may confidently state that it has been the earnest desire of the authorities to carry out these unpalatable enquiries in a spirit of extreme moderation and forbearance, with an earnest desire to uphold the rights of all, and I believe all did their duty with a tender and even hand, and in a manner satisfactory to all parties.

568. As the result of these enquiries the right to hold the land free of revenue was recognised in the following instances :—

Nature of grants confirmed.

- (1) Lands assigned revenue-free under grants from the Mahratta Raja of Berar, or from any zamindar *talukdar* or actual proprietor of land, as endowments of the temple of Jagannath, or of *Mathas* in the vicinity of the temple, or for similar purposes.
- (2) All grants for holding land exempt from payment of revenue, made previous to October 1791, by whatever authority, and whether by a writing or without a writing, provided that the grantee actually and *bonafide* obtained possession of the land so granted, and held it exempt from the payment of revenue previously to the date above-mentioned, and that the land was not subsequently rendered subject to the payment of revenue by proper officers or orders of Government.
- (3) All grants for holding land exempt from the payment of revenue, made subsequently to October 1791 and prior to October, 1803, by whatever authority, which has been confirmed or expressly admitted antecedently to the latter date, provided that by the authority of the existing Government the grantee actually and *bona fide* obtained possession of the land so granted, and held the same exempt from the payment of revenue previously to October 1803, and that the land had not been afterwards rendered subject to the payment of revenue by the officers or orders of Government.

- (4) Small quantities of land, not exceeding 10 *bighas*, held exempt from the payment of revenue under grant made prior to October 1803, and *bonafide* appropriated as endowments for temples or for other religious or charitable purposes, or the proceeds of which were enjoyed by individuals, whether Mahomedan or Hindu, being priests or religious advisers of the great body of cultivators.
- (5) Royal (*Badshahi*) grants made previous to October 1803, provided that the grantee actually and *bona fide* obtained possession of the lands so granted previous to that date, and that the grant had not been subsequently resumed by the proper officers or orders of Government.
- (6) All grants made or confirmed by the British Government subsequently to October 1803, and grants held under invalid titles which the Governor-General in Council thought fit not to resume.
- (7) Small plots of ground for village idols.

The lands so confirmed are generally known as *lakhiraj bahal* or 'confirmed without revenue,' or more shortly *bahal* as opposed to the resumed or *bazyafiti* land. Land confirmed without revenue for the term of the incumbent's natural life under Rule VII of the rules quoted in the last paragraph are known as *hinihaiyati lakhiraj*.

569. The revenue-free lands in the first instance are divided according as they are the absolute property of individuals or assigned in trust for a charitable or religious purpose.

Classification of revenue-free lands.

Of the first class are :—

- (1) *Brahmottar*, or lands originally assigned for the support of Brahmans. There are now about 87,000 acres recorded under this head, but many of the holdings have passed into the hands of *Karans* and cultivators.
- (2) *Khairat*.—The name implies a benefice and was used of grants to mendicants and other poor Hindus, sometimes also of grants for charitable purposes. The area now recorded is about 31,000 acres.
- (3) *Datta* means a gift, and is used of grants to persons other than Brahmans, especially for services.
- (4) *Khusbas*, literally "comfortable dwelling," was used of grants to Brahmans and other better class Hindu cultivators for their houses.
- (5) *Mohottaran*, or "deliverance," is a name given to small grants to Hindus others than Brahmans : very common in Balasore.
- (6) *Dabir Joi* (vulg. *Dabijya*) is the dower given by the father on the occasion of a daughter's marriage.
- (7) *Aima*.—Royal grants to Mahomedans.
- (8) *Madad Mash* are grants to learned Mahomedans for their help or maintenance.
- (9) *Ma'afi kharida*.—Land bought for a consideration from a zamindar or *talukdar* free of assessment.

Of all these it may be said that the land is the absolute property of the grantee. He can sell or give away the whole or any part of it and grant mortgages and perpetual leases. He pays rent to no one, and only renders to Government taxes and cesses according to the value of his property.

Lands of the second class are :—

- (1) *Debottar* or "bestowed on the Gods", by which term are known all lands assigned for a religious purpose. Of these they are recorded in the Settlement papers holdings with an area of about 196,000 acres.
- (2) *Sadabrati*, or "pious endowments", is the generic name for all charitable endowments. They appear to be generally recorded as *khairat* or *Debottar*.

- (3) *Amrita Manohi* lands are really a subdivision of *Debottar*, being generally charitable endowments for the support of the Puri temple. Under this head an area of 54,000 acres has been recorded.
- (4) *Pirottar* are lands assigned for the support of shrines of Mahomedan *Pirs*, or saints. Of these we have recorded 11,600 acres.
- (5) *Qadam Rasul* are also Mahomedan endowments of shrines at which the prophet is believed to have set his foot.

These are all of the nature of trust; the land becoming the absolute property of temple, idol, monastery or saint, while the management is vested in a trustee who is variously called the *shebait* or minister, *marfatdar* (agent), *Mahant* (abbot of a monastery), or in the case of a Mahomedan shrine the *martwali* or *daroga*.

Some of these grants were only religious or charitable in name, the object of the assignment being to create an entail, as trust properties are impartible and inalienable under both Hindu and Mahomedan law.

In such cases the grantor usually made himself and his heirs-at-law the hereditary trustees (*marfatdar*) and the property became practically an entailed estate. The large majority of the endowments were, however, in their inception for charitable purposes, especially those of the monasteries that lie along the pilgrim route, and nearly all have attached to them both *Sadabrati* and *debottar* lands. Perhaps there was a time when the proceeds of these endowments were indeed devoted to the purposes for which they were intended, and when monk and abbot led self-denying and moral lives, but it is certain that, long before the British had any connection with Orissa, the monasteries had acquired an unenviable notoriety for riotous living, and that only a small part of their income found its way into the pockets of the poor.

570. The British Government endeavoured to remedy the abuses of the system by constituting the Board of Revenue into a Court of Chancery under Regulation XIX of 1816 for the supervision of the endowments in the Province. To each district one or more local agents, one being the Collector, were appointed to make recommendations and suggestions for the proper management of these institutions and to carry out the Board's orders, while any individual who thought himself aggrieved had a right to bring a suit before the Civil Courts to have the order set-aside.

These provisions had some salutary results, but were not so efficacious as they might have been.

Owing to the objections of certain religious bodies this regulation was subsequently repealed by Act XX of 1863, which freed both religious and charitable endowments from Government supervision, substituting for certain classes only the control of a committee of management. These committees have no doubt done their best, but they have been hampered by the want of any accurate definition of their powers and they have only been appointed for a few large endowment, such as the Bhubaneswar Temple and the *Qadam Rasul*. The committee of native gentlemen who in 1869 reported on the administration of charitable endowments in Orissa advised the appointment of a central committee with stronger powers to supervise all local committees and endowments throughout each district: but their suggestions were not accepted, the abuses have been allowed to go on, and at the present day, we have found many instances in which lands have been illegally alienated in whole or part, or the proceeds misapplied. The deeds of sale (*samarpanpatra*) by which such lands are alienated do not indeed profess to transfer the land itself, but only the trusteeship, and recite the fact that the assigner being unable to perform properly the service of the idol has alienated the land for the benefit of his trust, or for the discharge of a debt incurred on account of it, and not infrequently the purchaser binds himself to perform part or the whole of the service, or worship (*sheba*). The practical effect is, however, to permanently divert the land from the purpose for which it was assigned, and in some few cases *debottar* lands have actually passed into the hands of Mahomedans.

* See Report of 25th March 1869 on Orissa Endowment.

It is not, however, always the case that sales are thus qualified and, Mr. Kingsford instances in his report the case of village Barak in pargana Bayang, which for the debts of the *shebait* was sold under a Civil Court decree without any mention of the *sheba*, the purchaser being a nephew of the Government Pleader of Cuttack.

Debottar lands are also mortgaged*, nominally of course in the idol's interest, and the *shebait* Bhabanananda Dev Gowsami of Balasore is said to have thus parted with most of the lands of his endowment.

A more effective and commoner means for alienating trust lands than either sale or mortgage is to grant a permanent lease *istimarari patta* taking a large premium and reserving but a very small rent, sometimes only a small contribution to the expenses of the shrine. These abuses are of course most common in small grants, where there is no committee of management. The only check on them is the power of the zamindar, for the permission given by Act XX of 1863 to any member of the public to sue the misappropriator of funds remains a dead letter. We commonly find that besides the *marfatdar* of the grant, there is also a superintendent †, generally the zamindar, who does not himself interfere in the management except to insist on the proper performance of the conditions; and even where this is not the case, zamindars consider themselves to have a right to dispossess a *shebait* who does not do his duty and to appoint another in his place.

Mr. Nathan gives an instance where a village *mugaddam* turned out a *shebait* and appointed a better man to shrine in his village, and I consider that some statutory recognition of this right would have a salutary effect. A precedent is not wanting, for in Khurda the resumption proceedings secure the right to Government as zamindar.

That there would be no native objection to Government supervision on religious grounds is made clear, not only by the report of the Committee quoted above, but by the fact that one of the present guardians of the Puri temple endowment is a Christian, and that the practical administration of the temple is in the hands of an English manager.

571. In the case of trusts created only so as to form an entail, the succession follows usually the ordinary Hindu law of inheritance, and the trustees continue ever to increase in number. *Shebait*s and *mohants* are, in name at least, celibates, and are succeeded by one of their disciples *Chela*, either nominated by them or selected by the heads of the neighbouring endowments; in some monasteries there is a custom that the head monk or *adhi-kari* succeeds.

572. The most important of the revenue free properties are the *jagir mahals* of Malud and the revenue-free estates of Patia, and the lands of the great temple of Jagannath. These latter include the *ekhrajats*, a portion of the Khurda estate 105 square miles in extent made over to the Temple in lieu of the support formerly given by the Government, and the *Satais hazari* or lands forming the immediate endowment of the Temple with a nominal rent roll of Rs. 27,000. With the exception of the *Ekhrajat* estates and of the *jagir mahals* of Malud in the Puri District and of Patia in Cuttack, all the revenue free estates were held to be covered by the general notifications for the survey and settlement of the Province, and a draft record-of-rights was prepared in them under the rule laid down by Sir Charles Elliot for survey of permanently settled lands mixed up with temporarily settled estate. ‡

573. Owing, however, to the more pressing necessity of completing the work in the temporarily-settled lands the attestation of wholly revenue-free villages was left to the last, and in 1898, Mr. H. Mc Pherson, Assistant Settlement Officer in charge of the Puri District, submitted proposals for stopping all further proceedings in respect of the revenue-free lands in 167 villages containing in all 125,000 plots. This proposal was, however, rejected by Government, § and the re-attestation and completion of the records was taken up by Babu Sudarsan Das, Sub-Deputy Collector, in the season of 1898-99 and finished by May 1899.

* Bhagbandhak or Phalbandhak mortgage is the common form.

† *Karjyadhyakya* or *Parichha*.

‡ See Inspection note of 19th October 1891.

§ Government Order No. 474 T.—R. dated 30th June 1898.

574. Notification No. 4454 L. R., dated 20th. December 1892, prescribing survey and preparation of a record-of-rights in the several Parganas of Cuttack was by a subsequent notification, dated the 13th September 1894, cancelled, except for such villages as contained temporarily-settled lands or lands irrigated by canal water.

Accordingly, at the time of attestation and settlement of rents, several wholly revenue free Villages were omitted, and in 1898 a proposal was made to exclude from survey and settlement revenue-free villages in certain other Parganas.

It was then pointed out that it was not the intention of Government to exclude from settlement isolated revenue-free villages, and they have since been attested, except *killa* Patia, in which the settlement proceedings were stopped under Government Order No. 1468 of 8th April 1899.

575. With the exception of the *hinihaiyati lakhiraj* mentioned in paragraph 568, all lands confirmed as revenue-free at the last settlement were protected in perpetuity from assessment, and there was no means by which any more revenue-free land than what then existed could be created. The duties of the Settlement Department were accordingly limited to the identification of the lands now claimed as *lakhiraj* within one or other of the confirmed grants recorded in the papers of the last settlement, and to recording the amount of land, if any, held without title.

For this purpose a comparison of the past and present areas of all revenue free lands was made in a form containing the following details:—

A. Entries in the last settlement papers—

- (1) Nature of grant.
- (2) Name of *lakhirajdar* and number of grant.
- (3) Area confirmed.

B. According to the Collector's General Register of revenue-free lands—

- (1) Number in the Register (for this in Cuttack the number in the *special register* was commonly substituted).
- (2) Name of estate.
- (3) Name of *lakhirajdar*.
- (4) Area.

C. As entered in the present settlement papers.

- (1) Name of claimant.
- (2) Right how obtained.
- (3) *Khasra* numbers and their totals.
- (4) Particulars of disputes if any.
- (5) Area.
- (6) Increase.
- (7) Decrease.
- (8) Explanation of increase or decrease.

When a claim to hold land revenue-free was made and no relationship of landlord and tenant was found to exist between the zamindar and the claimant in respect of such lands, the attesting officer was bound to enter the land as revenue-free, but would, in the proper column of the *lakhiraj* statements, leave instructions to the assessing officer for the assessment of such land. Very often too when a *lakhirajdar* had encroached a little on the lands of a revenue-paying estate, he would sign the statement in token of his acquiescence in the assessment of certain particular fields.

576. In his report on Kotdes, paragraphs 24 to 39, Mr. Nathan submitted definite proposals for the resumption of lands claimed as revenue-free on two grounds:—

- (1) That the *lakhirajdar* was occupying land in excess of the amount that he was entitled to hold revenue-free under the terms of his grant;
- (2) That the proceeds of the lands were no longer devoted to the purpose for which the grant was originally made.

For cases coming within the first class, Mr. Nathan and the Director proposed—

- (i) That an allowance of 10 per cent. on the former area should be made for differences in measurement.

- (ii) That no resumption should be made unless the total area to be resumed in respect of the grant was more than a tenth of an acre.
- (iii) That the worst lands should generally be resumed.
- (iv) That whole *khasra* fields should be resumed.

The second case was where *debottar*, *amrit manohi*, and other lands assigned for the support of a particular idol or temple or for charity had been unlawfully alienated by the trustee or the proceeds diverted from the purposes for which they were intended. Government, in their letter No. 2604 of the 10th May 1894, decided that the Settlement Officer should not resume any grants on the ground that the proceeds of the land were not devoted to the legitimate object of the grant, and that any interference with charitable or religious endowments must be made separately; and since then no attempt has been made, except in the permanently-settled estate of Madhupur, to exercise any check over the appropriation of the proceeds of trust lands.

577. As to the treatment of lands held by *lakhirajdars* in excess of that to which they were entitled, the Director in his letter No. 393S, dated the 8th February 1895, recommended that the Settlement Officer should be authorised to ignore, *i. e.*, to leave with the *bahaldar*, unassessed, excess areas not exceeding 10 per cent. of the areas recorded at last settlement, when such excess should appear to be probably due to difference of the systems of measurement, and also to ignore any area still in excess after such allowance had been made unless it exceeded one *gunth* or .04 of an acre. Excess lands not allowed to remain revenue-free were to be treated as belonging to the adjoining revenue-paying Mahal and the *bahaldar* recorded as a settled raiyat. These proposals were sanctioned by Government and were incorporated in the fair rent rules of 1896 with the additional proviso that when the *bahaldar* had tenants under him whose status might reasonably be found to be that of raiyats, the *bahaldar* should be treated as a tenure holder in order that the status of the actual cultivators should not be degraded.

A very large proportion of the *lakhirajdars* accepted the terms offered, and agreed to be recorded as raiyats and pay rent. Much time was, however, wasted in getting their consent and in ascertaining the particular plots to be assessed, and in some few cases the *lakhirajdars* absolutely refused to appear or come to terms.

Accordingly, in January 1897, it was proposed to get rid of a large percentage of these cases by raising the limit of area that might be ignored to a quarter of an acre. Further figures were, however, called for by Government, and on receipt of them the following orders were passed § :—

The present recommendation of the Director of Land Records, which is supported by the Board, is that, if after the surrender of 10 per cent. there is still any surplus which is more than .04 of an acre, but does not exceed .25 of an acre, the balance surplus land, exceeding .04 of an acre shall only be assessed where there is available for assessment a whole field or *khasra* number, other than homestead, comprising an area not greater than that surplus. Having regard to the advisability of avoiding the breaking up fields and survey plots, the Lieutenant-Governor allows the Settlement Officer discretion to forego the assessment in such cases if he finds, as the work of assessment proceeds, that they are not very numerous, and that the loss of revenue entitled by the concession would not be serious.

2. As regards the procedure to be followed in resuming excess lands, His Honour agrees with the Director in thinking that where the parties do not accept the terms offered, it will be safest to observe the procedure of the Resumption Laws, but it is hoped that the cases in which such proceedings will be necessary will be few. The Board say that having assessed the surplus lands, the Settlement Officers may leave the parties to go to the Civil Courts if they are dissatisfied. The assesseees can no doubt have recourse to the Civil Courts if they wish, but the Lieutenant-Governor is of opinion that, if the formalities prescribed by the Resumption Laws are observed by Settlement Officers, there will probably be less anxiety on the part of assesseees to contest their orders in the Civil Courts.

* Government to Board of Revenue No. 19 L. R., dated 24th April 1895.

† Director of Land Records to Board of Revenue, No. 475 S., dated 13th February, 1896. Appendix C. Part I; Rule 18.

‡ Director of Land Records to Board of Revenue, No. 922S, dated 31st March, 1897.

§ Settlement Officer to Commissioner No. 1391, dated 25th June 1897; Director Land Records to Board of Revenue, No. 414 T. S., dated 15th October 1897; Government to Board of Revenue, No. 3519 L. R., dated 25th November 1897.

In accordance with these orders many of the resumption cases pending were struck off, and the rest were for the most part decided by compromise, or the lands assessed *ex parte* on the failure of the recorded *lakhirajdars* to appear in answer to the notices served.

578. Many cases, especially in Cuttack escaped notice until the work was in its last stage, and the information as to revenue-free lands was being reduced to the form of the register which has been handed over to the Collector. It was then found that a good many small plots of land were *de facto* held revenue-free and that their title to be so held had apparently been recognised by the attesting officers, but that either the land had been entered twice over against the same entry in the Collector's register or that subsequent orders of resumption had escaped notice. Where the area thus apparently liable to resumption was less than two acres the lands have been recorded as revenue-free, a note being made of the defect in title in a registered made over to the Collector. In 49 cases where the area in dispute was over two acres a formal enquiry was held resulting in the resumption of sixteen parcels of land with an aggregate area of 222 acres, of which 100 acres were waste and the remainder has been assessed at Rs 122, the lands being thus leniently assessed in consideration of their having been *de facto* held revenue-free, though on a defective title.

The most important was a resumption of 64 acres in Kendrapara town held by a well-to-do man who was himself both *muqaddam* of the village and zamindars of the estate in which the land lay. The only other important resumptions are those of Kankara Katak in the Puri District, a village which had since the last settlement been cultivated by the proprietor of a neighbouring *tanki* village and was resumed and assessed at Rs. 35; and that of 95 acres of land near Cuttack sold as waste by the District Board and in this settlement assessed at Rs. 37 and included in *tauzi* 2538 belonging to the *lakhirajdar*.

How much land has been surrendered by the *lakhirajdars* and included in the revenue-paying estates it is now impossible to say. At first a separate return was made of such assessments, but it was discontinued on receipt of a letter from Government* in which it was held that the term "resumption" cases did not apply to the assessment of the holdings in question; and from that time forward the land surrendered was added at once to the *lakhirajdar's* raiyati land, if any, and assessed as new cultivation. Up to April 1897, .0013 of the total area assessed consisted of these excess, or *taufir*, lands and the rent settled on it was .0017 of the total assets. Assuming these figures to have held true, the total *taufir* area assessed in the Province would be 2,728 acres and the rental about Rs. 6,500. Mr. Kingsford reports that in Balasore 3,260 pieces of land measuring 1,220 acres and assessed at about, Rs. 2,000 were resumed. In all cases the *lakhirajdar* have been allowed to choose the lands they would surrender, so that most of the *taufir* is very inferior. Where the *lakhirajdar* is already a raiyat of the village, I have little doubt but that the rent assessed will be collected, and where he is also the zamindar it does not matter whether it is or is not collected; but in other cases where he is the *shebait* of a temple, or an influential man with no rent paying lands in the village, our assessment is likely to remain a dead letter outside the new big and well managed zamindars.

579. Lands declared under Rule VII of the Resumption Rules of 1841 to be liable to resumption on the death of the incumbent are known in Orissa as *hinihaiyati lakhiraj*. No register of such lands was kept, and the Collectors were only able to give very incomplete information as to them.

It was ordered in the first assessment rules of 1896 that where the grantee was dead the grant should be treated as ordinary raiyati land and the assets included with the assets of the estate in which it was situated. Where the Collector had already brought such a grant on to his revenue-roll it was proposed if the land was less than 20 acres to cancel the *tauzi* number and incorporate the land in the estate within which it lay.

In a few cases, however, the temporary nature of the grant escaped the notice of the Settlement Department, as it had done that of the Collector, and

* Government order No. 80 T.-R., dated 1st May 1897.

the fact not coming to light until all the records were complete, a note has been left for the Collector to take action on it if he thinks fit. The cases are all under two acres and few in number.

In Balasore only five cases in all were discovered. Two were resumed and made into separate estates, and three were sold by the Collector

Special cases of revenue-free lands.

580. In the course of our enquiries some rather curious cases were brought to light, falling as a rule under one of three classes—

- (1) Confirmation as revenue-free of both superior and inferior tenures.
- (2) Treatment of confirmed revenue-free lands as rent-paying.
- (3) Treatment of resumed lands as revenue-free.

Very often where at first only a few lands held under specific grants were declared to be revenue-free, but by a subsequent order the whole village was confirmed as *lakhiraj*, the land was entered twice over in the register of revenue-free lands. Such has been the case in village Raibul Jaumpara in Asureswar, which stands in the Collector's register as endowed to Dadhibabhanji Thakur, whose representative is Annapurna Dehya, while within the village certain plots are separately recorded in the names of other persons as subordinate *lakhirajdars**. So, too, the Bhubaneswar village is a revenue-free property endowed on the temple of that name, but some of the lands have been in turn assigned to the *shebait*s of particular shrines and temples. A more complicated case is that of Sujampur, Pargana Baruan, where out of a total area of 304.41 acres, an area of 264.63 acres was confirmed as revenue-free, and 39.78 acres resumed in 1838. The village being revenue-free the *bazyaftidars* paid rent directly to the Collector until 1844, when their lands were attached for arrears. On a reference being made to the Commissioner, he expressed his opinion that these subordinate tenures should not have been resumed, and the Collector accordingly released the lands from *khas* management and refunded to the holders all the rent collected up to date. The lands, however, still stood in the settlement as *bazyafti* until 1897, when, in consultation with the Collector, they were declared to be revenue-free.

Again, in the Patamundai estate, it was found that out of an original grant of 21.99 acres the Deputy Collector confirmed only 2 acres as revenue-free and assessed the rest. The Commissioner on appeal confirmed as revenue-free 5.37 acres which was entered as special No. 36,240, and on a second appeal to the Board the balance was confirmed as revenue-free also. The appellants, however, in apparent ignorance of the later orders, continued to pay their *bazyafti* assessment. The matter coming to light in this Settlement they were exempted from enhancement of the quit rent now being paid.

On the other hand it was not uncommon to find claims to hold as revenue-free land which had actually been resumed. Most of these cases were brought to light by the comparison made and the lands were treated as *bazyafti* and assessed.

Another case is that of Brahmabarda in Pargana Alti. The village, which had a total area of 611 acres, was claimed at the last settlement as revenue-free, but the Deputy Collector rejected the claim as invalid. He found, however some acres within the village to be held under valid revenue-free grants, and another 33 acres held free of rents he resumed and assessed. He also found 51 acres of *kharida jamabandi*. On appeal the Special Commissioner set aside the Deputy Collector's finding and confirmed the entire village as revenue-free. The 83 acres already confirmed was thus entered twice over, once under No. 28091 containing the whole village, and again under the several grants originally confirmed by the Deputy Collector.

The 83 acres continued until the present settlement to be held by the subordinate *lakhirajdars* in adverse possession to the proprietor of the village, while the *bazyaftidars* and the holders of *kharida zamabandi* paid either to rent or that recorded in the settlement papers.

At the present settlement the proprietor of the village tried to have all these subordinate revenue-free and privileged holdings recorded as *pahi* and assessed to rent. His claim was rejected in the case of the revenue-free holders,

* Commonly called "*Shikmi*" or "*Futkar*" *Lakhiraj*.

but enhancements were allowed in the case of the *bazyafsti* and *kharida jamabandi*. I doubt, on the analogy of Sujapur referred to above, whether this was right, but the tenants agreed to it.

In Puri there are one or two curious cases of lands confirmed as *tanki bahal* included in Register B as revenue-free estates.

Registers of revenue-free lands. 581. The settlement records contained details of revenue-free lands in three forms....

- (1) The *Khatian*; showing the revenue-free lands held in a village by each *lakhirajdar* or group of *lakhirajdars*.
- (2) The *Terij*; an index to the *khatians*.
- (3) The *lakhiraj* statements described in paragraph 575 *supra*, showing how the lands of each grant were now held.

In 1897 the question was raised as to how the Collector's registers were to be brought into accordance with the settlement papers, and in order to explain the difficulties, I propose to give a short account of the early system of registration and of the registers of revenue-free lands in the Collectorate.

582. In 1805, shortly after the conquest of the Province by the British an office was opened at Cuttack for the registration of all claims to hold revenue-free. In the five years during which the office was kept open over 128,000 *sanads* were filed and registered, and when the office was reopened in 1815 with branches at Balasore and Puri another 30,000 were presented. Up to 1836 no attempt had been made to sift these claims, and the register was arranged without regard to geographical order, so that it was difficult to find anything in it.

In 1837 a systematic enquiry into these claims was begun estate by estate and village by village. Every claim within a village received a consecutive serial number in a *general register* kept of all such claims in each district. The total number of entries made was—

Cuttack	....	....	....	149,522
Puri ....	....	....	....	....
Balasore	....	....	....	81,673

These did not, however, include grant of petty areas for the support of village idols made during the settlement, nor the revenue-free lands within the permanently-settled estates, none of which have hitherto been registered. (The only exception I know of is mauza Sankharisahi in *Killa Patia* registered under Act VII (B. C. of 1876).

Deducting the areas resumed, we find that the number of grants and the area confirmed as revenue-free amounted to *—

District.	No. of grants.	Area (Acres)
Cuttack	73,252	127,995
Puri	23,391	91,728
Balasore	33,870	111,918
Total	130,513	331,641

In the end of paragraph 310 we find the total area recorded as *lakhiraj* to be 333,900 acres.

In Puri and Balasore the land shown under one entry in this register was treated as the "estate," but in Cuttack the number of entries was so large that all the entries referring to claims by one person under one *sanads* or batch of *Sanads* were brought together in a *special register* under one entry. The number was thus reduced to 38,678. Each revenue-free property had thus in Puri and Balasore one number, the *general* number; in Cuttack both a *general* and a *special* number.

583. Act VII (B. C.) of 1876 introduced a new register of revenue-free lands, "B, Part I," which professes to be an up-to-date record of all the *lakhiraj* lands in the district and their proprietors. In the Puri and Balasore districts it is based on the "general" register, in Cuttack on the "special" register. In Balasore and Puri it has been practically reconciled with the former register; in Cuttack it not only contains many inaccurate entries, but by an order of Government, dated 7th. July 1888

* These figures are taken from report on Orissa tenures, and do not appear to be quite accurate.

revenue-free estates having an area of less than two *mans* were exempted from the obligation to initial registration*. The form of the register and the nature of the entries will be shown by the following copy of the last entry in the Cuttack register :—

B. PART I.

General Register (Part I.) of revenue-free lands showing lands held exempt from revenue in perpetuity in the district of Cuttack [Sections 9 and 10, Act VII (B. C.) of 1876 .

No.	Name of revenue free property with the tenure whether <i>Jagir</i> , <i>Altungoli</i> , character of &c., &c.	PARTICULARS OF ORIGINAL GRANT.					Names and addresses of proprietors and manager, with character and extent of the interest of each proprietor-manager.	SPECIFICATION BY MAUZA AND LOCAL DIVISION			Area in acres by survey or other authentic measurement in each mauza.	Reference to entries in earlier registers relating to the property or any part there of,	Reference to entries made in intermediate registers.	
		Date of grant.	Nominal area granted.	Name of grantor.	Name of original grantee.	Reference to any decree or order of competent authority declaring or recognising the grant to be valid.		Name of mauza.	In what district and thana, mauza in other district being entered last.	Number in mauza war register.				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	
25645	Ramdhani Gossain shebait of Madan Mohar Jiu. <i>Devotar</i> Special No. 28677.	There are no recods of this number as the special number was made a new as per Board's orders. Dated 8th August 1891, so these columns were not filled up.					Mohant Mathur Mohan Gossain of Santia, Pargana Kandia, Orgara.	Proprietor. M. G. B. 95 11 9	Mauza Ballamundi, Pargana Jajpur. Mauza Ratanpal Pargana Jajpur. Mauza Gobirapara, Pargana Jajpur. Mauza Bahania Pargana Jajpur. Mauza Basudevpur Pargana Jajpur. Mauza Ichhadabr-Shampur, Pargana Jajpur. Mauza Bahania, Pargana Jajpur. Mauza Kartlepur Pargana Jajpur.	Jajpur Do Do Do Do Do Do Do	No. 111 940 383 900 170 454 900 556	M. G. B. G. 9 2 14 0 18 3 2 0 20 18 5 0 11 8 5 10 8 18 12 0 9 12 1 0 11 8 5 10 7 4 14 0	No. 37197 37231 36791 42152 34971 29225 42152 31705	
Total									..	...	96 11 9 0	—		

Besides these there are two *mauzawar* registers in which the total area of each grant (i. e., general number) in the village is shown; the Pargana *mauzawar* register prepared after the last settlement, and Register C under the Land Registration Act arranged by Thanas. The unit of attestation in all the *lakhiraj* Statements of this settlement was the grant in the village or "general number," though where two or more such "general numbers" were in the possession of a single group of *lakhirajdars* and could not be distinguished such numbers were lumped together in a single statement, and in other cases a "general number" has been divided over two or more villages.

In 1897 the Director expressed the opinion that it was essential that the unit of the Collector's Register should be reconstituted, and an attempt was made in Cuttack to bring all lands attested as revenue-free under their own special number.

In 1898, however, it was decided, in consultation with Mr. Lyon and the Commissioner and Collectors, that a strictly *mauzawar* form of register following our *lakhiraj* statements would be of far more practical use than the existing registers, and in a letter No. 2154, dated 26th August 1898, to the Commissioner of the Division, I proposed the following for of register :—

B.

General Register (Part I) of revenue free lands showing lands held exempt from revenue in perpetuity in the district of [Sections 9 and 10 Act VII B C. of 1876.]

VILLAGES.		Serial number in the district of holding	General number of the grant.	NAMES AND ADDRESS OF LAKHIRAJDAR AND EXTENT OF INTEREST.			Area in possession of <i>Lakhirajdars</i> shown in column 5.	Total area of <i>lakhiraj</i> in the general number.	Special number (if any).	Nature of <i>lakhiraj</i>	Date of confirmation as <i>lakhiraj</i>	REMARKS. (Note here the name of any village in which other portions of the same general number are included).
Thana number	Name			Name	Extent of Address.	Extent of Interest.						
1	2	3	4	5	6	7	8	9	10	11	12	13

* Notification No. 4015 W. R. of the 22nd November 1899, Substituted two Acres for two *Mans*.

The great advantages claimed for this form were—

- (1) That given the name of Thana, village, and *lakhirajdar* the number could always be found; and given the Thana and number, the name of the village and of the *lakhirajdar* could be found.
- (2) That it would obviate the necessity of giving in the C Register more than the total area of revenue-free land, and so make it more handy and compact.
- (3) That it would be far easier to compile than a statement in the form of the existing registers under the Land Registration Act.

The change was no doubt a very material one, and it was admitted that to prevent confusion it would be necessary to maintain, at least for some years, the existing registers, but the following change had already been allowed that would have made it very difficult to maintain in its entirety the existing system.

584. At the last settlement every revenue-free property that had not been recognised as a separate *mahal* was treated as part of the revenue-paying estate out of which it had been formed, and to this day the great majority of the revenue-free estates of the Province pay their road cess through the zamindars of the *taluk*. The law, Act VII (B. C.) of 1876, however, recognises those properties as estates just as much as those that pay revenue, and in the records of this settlement all mention of any superior estate has under orders from the higher authorities been omitted, and it is likely that the connection will be dropped.

585. The following statement will show at a glance the number and area, past and present, of the revenue-free properties dealt with in this settlement :—

District.		No. of general numbers dealt with.	No. of separate entries in the register.	TOTAL AREA IN ACRES.	
				Last Settlement.	Present Settlement.
Cuttack	....	72,900	60,600	134,400	133,400
Puri	....	23,400	24,600	90,600	92,600
Balasore	....	33,600	54,300	106,000	108,900
Total	....	129,900	139,500	331,000	334,900

It is in the first place noticeable that while in Puri and Balasore the number of properties as now recorded is more than the number of entries in the general register, in Cuttack it is less. The difference is due to the fact that while in Cuttack the unit of entry in the new register is the land recorded in a single comparative statement covering sometimes two or more general numbers within one special number, in the other two districts the unit was the *khatian* of which two or more might be prepared for a single statement.

The *lakhiraj* area in Cuttack shows a decrease of 1,000 acres, but in the whole Province the area has increased by one per cent.

586. The average area of a revenue-free property is now 2.40 acres against 2.55 acres at the last settlement. The average is much larger in Puri owing to the number of wholly revenue-free villages, and is smallest in Balasore owing to the system on which the register has been prepared.

587. No figures have been compiled in Cuttack and Puri to show the number of *lakhirajdars*. At the last settlement it was usual to record only one name for the general or special number, but under Act VII (B.C.) of 1876 it was necessary for all persons claiming an interest to record their names.

Mr. Kingsford found in Balasore that for every hundred proprietors at the last settlement about 176 names are recorded in the B Register and 209 in the *khatians*. This would give the number of recorded proprietors in Balasore at about 70,000.

* The number of *khatians* of *lakhiraj* lands in Cuttack is about 115,000.

588. Figures showing the number of raiyats of *lakhirajdars* have been compiled for Cuttack, and Balasore, and are abstracted in the following statement :—

District,	No. of raiyats.	AREA IN ACRES HELD BY RAIYATS.		
		Cultivated.	Uncultivated.	Total.
Cuttack	48,100	53,700	800	54,500
Balasore	64,400	59,000	900	59,900
Total	148,500	112,700	1,700	114,400

Thus about 47 per cent. of the revenue-free lands are recorded as leased to raiyats, and adopting the same figure for Puri, we should have an area of some 37,000 acres in the possession of raiyats.

The average area of each such holding is only .77 of an acre, and the smallness is accounted for by the fact that these tenants are by custom treated as mere under-raiyats and of inferior status to raiyats of the *mahal*.

In Balasore, money rent is paid for 51,400 acres, the average incidence being Re.1-14 per acre, or slightly more than the average settled rent of an occupancy raiyat (the *pahi* incidence of the district is Re.1-13 and the *thani* incidence Re.1-15). Three thousand acres are held rent-free, generally in payment of services to the *lakhirajdar* or to the shrine. Five thousand three hundred acres pay *dhulibhag*, and over 200 acres pay *sanja*, consisting of paddy, rice, *ghi*, *birhi*, or *muga*.

In Cuttack, in 450 villages, for which figures are available, 9,000 acres pay cash rents amounting to Rs. 21,000, or an average of over Rs. 2-5 per acre (the *pahi* incidence of the district is Rs. 2-14. One thousand eight hundred acres pay *dhulibhag*, 1,100 acres are rent-free, and only 11 acres pay *sanja*. Applying the same proportion to the district, we get some 41,000 acres paying a cash rent of Rs. 96,000. 5,000 acres rent-free, 8,000 acres held on *dhulibhag*, and 50 acres held *sanja* rents.

To nearly all these tenants occupancy rights have been given in the present settlement, and though copies of their *khatians* have not been distributed *gratis*, they have been allowed every facility for obtaining them.

589. The price of *lakhiraj* land may be taken as the full measure of the value of freehold landed property in Orissa.

Sales of *lakhiraj* lands.

The following table shows the sales of *lakhiraj* lands during the last ten years, and taken from the returns of the Registration Department; they include *bazyafiti* tenures, which are commonly described by the owners as *lakhiraj* and sold along with revenue-free lands :—

District.	Number of transactions.	CLASS OF PURCHASER.					Purchase money.
		Mahajans, traders and money lenders.	Zamindars.	Intermediate tenure holders.	Raiyats.	Others.	
1	2	3	4	5	6	7	8
Cuttack.	14,066	786	1,883	8,189	614	2,594	2,34,568 *
Balasore.	7,723	450	1,308	4,233	1,013	719	5,25,377
Puri. †	1,166	63	111	286	108	762	1,68,843
Total.	22,955	1,299	3,302	12,708	1,735	4,075	9,18,788

* For two years only.

† For three years only.

The figures do not show that the number of transactions has materially increased since the settlement began.

In Balasore Mr. Kingsford finds the average price of revenue-free land per acre to be Rs. 70, and the variation to be from Rs. 50 to Rs. 100 per acre.

This would give the area transferred by sale in ten years at 7,500 acres, of which by far the greater part must be revenue-free, so that the sales may be taken as one two-hundredth part of the whole area every year.

In Cuttack the price per acre as noted at the time of attestation and settlement varies from Rs. 50 to Rs. 200, and is general about Rs. 100. This would give the area transferred in two years at about 2,345 acres or rather less than one per cent. of the total area per annum.

590. To find the income enjoyed by the *lakhirajdars* of Orissa, we may assume that the profit from lands in the immediate possession of the proprietors is equal to that derived from lands let on *dhulibhag*. Assuming the produce of an acre at 16 maunds of paddy worth Re. 1-2 per maund, and 27 maunds of straw at 9 maunds to the rupee, the value of half the produce is Rs. 10-8 per acre.

In Cuttack the area in possession of the *lakhirajdars* is about 78,900 acres of which 68,000 acres are cultivated. The income from this may be taken at Rs. 7,14,000. To this must be added Rs. 96,000 realised as rent from cash paying *raiya*s and Rs. 84,000 for produce rents, making a total of Rs. 8,94,000.

In Balasore the cultivated area in the possession of the *lakhirajdars* is about 41,400 acres, yielding an income of Rs. 4,35,000.

The income from cash rents is about Rs. 96,000, and from produce rents Rs. 57,000, making a grand total of Rs. 5,88,000.

In Puri no separate figures are available for cultivated and uncultivated or for *nijchas* and *raiya*ti land, but we may take it that the cultivated area is 72,000 acres and that of this a third is let on cash rents at about Rs. 2 per acre, or for a total of Rs. 48,000. The remaining 48,000 acres held *nijchas* or let produce rents will bring in about Rs. 5,04,000, so that the total income from the land will be about Rs. 5,50,000.

To estimate the revenue assessable on the *lakhiraj* lands we may assume that cultivated lands should be assessed at Rs. 2-14 per acre in Cuttack; at Re. 1-13 in Balasore, and at Re. 1-15 per acre in Puri; and that 55 per cent. would be taken by Government as its share.

Then the revenue would work out as follows —

District.	Cultivated area of <i>lakhiraj</i> Acres	Assessment of cultivated lands, Rs.	55 per cent of gross assessment. Rs.
Cuttack ...	122,000	3,50,000	1,92,000
Balasore. ...	100,000	1,80,000	99,000
Puri ...	72,000	1,40,000	77,000
Total ...	294,000	6,70,000	3,68,000

The revenue alienated by Government may thus be taken as Rs. 3,68,000, or about a sixth of the revenue of the temporarily-settled estates.

CHAPTER XXIV.

TRIBUTARY MAHALS AND PERMANENTLY SETTLED ESTATES.

591. I have in an earlier chapter of this report already stated that besides the landholding classes in the *Moghulbandi* there were in the hill country feudatory chiefs†, who, while paying tribute and under obligation of military service to the suzerain, were uncontrolled in the internal administration of their estates, and never wholly subdued by Moghul or Mahratta. Foremost among them was the chief of Mohurbhanj, descended from the Hindu kings of the Peacock race, who formerly ruled over a territory of more than 7,000 square miles stretching from Midnapur to Cuttack and westwards to the tableland of Chota Nagpur. Two hundred years ago Keonjhar broke away from Mohurbhanj, but the latter still embraces 4,243 square miles with a population of half a million, so that it corresponds in size to an average Bengal District.

The next estate in importance is that of Dherkanal, whose Raja is of royal family, and was, until recently, locked up to as their lawful suzerain by the other rajas. Athgarh again was a present to the prime minister of some ancient monarch. Bod and Daspalla are held by rajas who claim a direct descent of seventy generations from the original Brahman holders. Nilgiri is the property of a chief descended from the daughter of the king of Orissa, Raja Protah Rudra Deo, who married the son of the Raja of Chota Nagpur. Such and similar were the histories of the feudal chiefs whom we found in 1813 ruling over a territory of more than 14,000 square miles between the plains of Orissa and the plateaux of Chota Nagpur and the Central Provinces.

This country forms a succession of fertile valleys separated by rocky hills overgrown with *sal* forest or low jungle culminating to the north-west in the lofty peak of Malayagiri, 3,895 feet above the sea-level, and to the south ending in the tablelands of the Khondmals, formerly part of the State of Bod, but now attached to the scheduled district of Angul. The capitalists, shopkeepers, and most prosperous cultivators of these wild regions are Uriya Banias, but the bulk of the people are non-Aryans belonging to the Kols, Kandhs, and Savar tribes.

Already before the conquest of Orissa the State of Mohurbhanj had become a feudatory of the East India Company, and the other chiefs recognising in the British troops their deliverers from the Mahratta tyranny made to attempt to bar their progress, but willingly executed agreements (*ekrarnama*) for the payment of the very moderate tribute the first Commissioners thought fit to require.

592. In a newly conquered country, and with the Mahratta power not yet wholly broken, it was clearly politic to conciliate the chiefs of these mountain regions and their barbaric subjects, and to do so it was most heedful to guarantee them that freedom from internal interference that they had ever enjoyed.

Accordingly, by Section 36 of Regulation XII of 1805, fifteen such mahals or states were excluded from the operation of the General Regulations, and by Section 37 of the same regulation the privilege was extended also to Mohurbhanj.

In 1840 Banki was confiscated, (the Raja having been convicted of a flagrant murder), and by Act XXV of 1881 it was attached to the District of Cuttack and is now managed as a *khasmahal*. In 1847, the Raja of Angul rebelled against the Government. He was, therefore, dispossessed of his estate, and Angul, with the Khondmals, which had been ceded by the Raja of Bod, was made into a separate scheduled District under Act XIV of 1874.

On the other hand the Tributary States of Bod and Athmalik were, in 1837, transferred to Cuttack, and Pal Lahera has been separated from Keonjhar.

* See Chapter X, paragraphs 233 and 235.

† *Sawants, Shebaks, and Mahanaiks.*

There are now, therefore, seventeen such States, viz:—

District to which attached.	State.	Area in square mile.	Population.	Tribute
Cuttack	{ Athgarh	168	36,603	2,800
	{ Athmallik	730	31,605	480
	{ Bod	1,264	89,551	800
	{ Baramba	134	32,526	1,398
	{ Daspalla	568	45,597	661
	{ Dhenkanal	1,463	238,285	5,099
	{ Hindol	312	37,973	551
Balasore	{ Khandapara	244	63,287	4,212
	{ Keonjhar	3,096	248,101	1,977
	{ Mohurbhanj	4,243	532,238	1,068
Cuttack	Narsingpur	199	33,849	1,455
Puri	Nayagarh	588	117,862	5,526
Balasore	{ Nilgiri	278	56,198	3,900
	{ Pal Lahera	452	19,700	(a).....
Cuttack	{ Talcher	399	52,674	1,040
	{ Tigiria	46	20,546	882
Puri	Ranpur	203	40,115	1,401
Total		14,387	16,96,710	33,250

(a) Subordinate to Keonjhar

With these states the present settlement is in no way concerned. By Regulation XII of 1805, they are exempted from the operation of the Revenue Laws, and from that of the Police Regulations by Regulation XIII of the same year.

They are without the jurisdiction of the ordinary Executive and Judicial officers of the Province, and within their own territories the chiefs administer civil and criminal justice, subject to the control of the Superintendent of the Tributary Mahals, whose powers are defined by Regulation XI of 1816, and by the agreements entered into by the chiefs, the latest agreement being the Viceroy's *sanad* of 1894. The Collectors of the three Regulation districts are *ex-officio* Assistants to the Superintendent; but only the Collector of Balasore exercises such functions; all the routine work being disposed of by the Special Assistant, who is a Deputy Collector and has the powers of a Magistrate.

593. Besides the feudal chiefs already mentioned, there were, within the *Moghulbandi* or *Rajwara*, a few landowners of a superior class, descendants of noble families or of high officials to whom large estates had been assigned for their maintenance subject only to the payment of a quit rent. Such were the Rajahs of Kanika and Kujang who were originally of the royal house of Mohurbhanj and were established in their possessions about the thirteenth century A. D. under the Gajapati dynasty. The Rajas of Khurda, Aul, and Patia were descendants of the last Hindu kings of Orissa, and were confirmed in their estates by Todar Mal in the sixteenth century. Besides these, there were all along the sea coast between Puri town and Kujang, a number of estates denominated *garhs* or *killas* held at a quit rent by chiefs called *Khandaits* or *Garh Khandaits*. The proprietors of these like their more powerful neighbours of Aul, Kujang, and Kanika paid but a light *peskas*, kept bands of *paiks*, and were bound to render military service when called upon. Upwards of 50* estates of this nature at one time existed in the Province, but under the Mahrattas few of them maintained the privilege of paying only a quit rent, and most had by slow degrees been reduced to the position of ordinary zamindars. These petty chiefs, at the time of the British conquest, made some attempt at resistance, but they gave way on the approach of the troops and were pardoned, and in recognition of their ancient lineage, and to secure their loyalty, Government, by section 35 of Regulation XII of 1805, confirmed in perpetuity the revenue tribute, or *peskas* of Khurda, Aul, Kujang, Kanika, Harispur, Marichpur and Bishunpur.

* Mr. Trower's report of 1818.

Section 33 of the same regulation also secured from enhancement the revenue fixed by the *sanads* granted to the *khandait* zamindars of Darpan, Sukinda, and Madhupur. These men were adventures from the north-west, and though equally independent, were of inferior rank to the rajas of the sea-coast. They received *sanads* and executed *kabuliyats* for the payment of revenue, while the chiefs of Aul and similar estates executed agreements and received acknowledgements (*quaulnama*) of their right to hold at a quit rent (*peskas*).

To illustrate the difference I here reproduce the agreement and its acknowledgement executed in respect of the Kanika estate, and also the *sanad* and *kabuliyat* of the Raja of Sukinda.

594. Treaty engagements (*ikrarnama*) executed by the Raja of Killa Kanika, in zilla Cuttack to the Hon'ble East India Company's Special Commissioners for the Subah of Orissa, Messrs. Harcourt and Melville.

I Balbhadra Bhanj, Raja of Killa Kanika in the Subah of Orissa, engage faithfully and correctly to abide by this engagement, entered into by me with the Hon'ble East India Company, as contained in the following clauses to wit :—

Clause I.—I will always hold myself in submission and loyal obedience to the Hon'ble East India Company aforesaid.

Clause II.—I will continue to pay without demur, to the said Government as my annual *peshkash* or tribute 84,840 kahans of cowries in three instalments as specified herein below.

Clause III.—I will, on demand to that effect, cause any person who is an inhabitant of the Subah appertaining to the Hon'ble Company aforesaid, and who may have fled and come into my territory, to be forthwith arrested and delivered over to the Government.

Clause IV.—Should any person, who is a resident in my territories, commit a crime within the limits of the *Mogulbandi*, I hereby engage, on demand to that effect, to cause such person to be arrested and delivered over to the Government authority. Moreover, I further bind myself, in cases where I may possess any claim or demand on one who is an inhabitant of the *Mogulbandi*, not of my own authority to enforce such claim, but I will notify the same to the constituted authority, and will act in accordance with such orders as may issue from him.

Clause V.—I engage that whenever the troops of the Hon'ble Company's Government shall pass through my territories, I will direct the people of my killah to supply to the extent of their capability, all *rasad* and supplies, which shall be sold at fair prices. Further, I will on no manner or pretext whatever ever stop or detain, or offer any let or hindrance to any subject of the Hon'ble Company's Government or to any other person whatsoever who may be proceeding by land or water, with goods or orders or with any *parwana* on the part of Government, through and will rather take care that no loss or inconvenience shall be fall such parties or goods.

Clause VI.—In case any neighbouring Raja or any other person whatever shall offer opposition to the said Government, I engage, on demand and without demur, to depute contingent force of my own troops with the forces of Government for the purpose of coercion, investigation, and the bringing of such recusant into subjection to the aforesaid Government. Such contingent to receive only rations (or ration allowances) agreeably to the previously current practice, so long as they shall be present.

These shall be the instalments of my *peshkash* to be paid :—

	Kahan.
In the month of <i>Chait</i> .	28,840
Ditto ditto <i>Jaistha</i> .	28,800
Ditto ditto <i>Ashar</i> .	28,000

Dated 7th December, 1803

(Signed) RAJA BALBHADRA BHANJ.

The following is the *Qualnama* or *Sanad* of acknowledgement executed to Raja Balbhadra Bhanj Bahadur of Killa by the Hon'ble East India Company's Commissioners for the Subah of Cuttack :—

We, Lieutenant-Colonel George Harcourt commanding the victorious troops of Hon'ble East India Company and Commissioner of the Subah of Orissa, and John Melville Commissioner of the same appointed by the Most Noble the Marquis of Wellesley, Governor-General, for the settlement and pacification of the said Subah, do on behalf of the East India Company, execute this acknowledgement as set forth in the following paragraphs to Raja Balbhadra Bhanj, Bahadoor, Raja of Killa Kanika in the said Subah of Orissa.

Clause I.—The annual *peshkash* payable by the Raja for his *rajgi* of the said Killa is fixed in perpetuity at 84,840 kahans.

Clause II.—No further demand, however small, shall be made on the said Raja or received from him as *nazzar* supplies or otherwise.

Clause III.—The Government of the Hon'ble East India Company, it is well known is ever gracious to those Rajas who are always loyal and obedient to them and constant in the impartial administration of justice to all its subjects alike, and therefore in like manner extends the same impartiality to Raja Balbhadra Bhanj Bahadur and seeks always his prosperity and peace. Therefore any just representation or complaint made to the Government by the said Raja of Kanika will meet with a decision in accord with Justice.

Dated the 22nd. | (Signed) GEORGE HARCOURT
November 1803 | Lieutenant-Colonel.
Sraban 6th. 1211. | (Signed) JOHN MELVILLE.

Engagements of a zamindari estates. 595. Copy of a *kabuliyat* executed by Dhrubji Bhuban Harichandan, Zamindar, Killa Sukinda :-

I, Dhrubji Bhuban Harichandan Mahapatter, Zamindar, Killa Sukinda, in the province of Orissa, do hereby execute this *kabuliyat* out of my full and free consent; that having been appointed to hold the service of zamindar in the killa by Government, I will collect the rents, according to former rates, agreeably to the laws of the Government. That I will pay the annual revenue due to Government in instalments specified below without any excuse. That I will keep the raiyats prosperous and contented, and exert myself to improve the lands so that they will bring forth more crops than they did before. That I shall not allow an inch of cultivated land to fall waste. That I will never allow the growing of inferior crops in superior lands. That I will not be prodigal in my expenses, nor allow my raiyats to be so. That I will never grant any land in gift or *jagir* without a *sanad* of the Government. That I will keep a watchful eye over the boundaries of my zamindari. That I will vigilantly watch that no guns or swords, or any sort of offensive weapons, are manufactured in my estate. That there will never occur any thefts or murders within the same. Should any robbery occur, I will trace out the offenders, and recover the property stolen and send them over to the authorities. Accordingly, I do hereby execute this *kabuliyat* which will serve whenever it be required hereafter.

Jama pashkash in perpetuity, 5,500 kahans

Instalments.				Kahans.
<i>Fagun</i>	...	...	...	1,000
<i>Chytra</i>	...	...	...	1,500
<i>Bysakh</i>	...	...	...	1,500
<i>Jeith</i>	...	...	...	1,500
Total	...	...	...	5,500

Rate being 4 kahans the rupee.

Translation of the *sanad* granted to the above estate :-

Be it know to the old and newly created Chaudhris, Kanungos, *Muqaddams*, *Dulbeheras*, and raiyats of Killa Sukinda, in the Province of Orissa, that whereas Dhrubji Bhuban Harichandan is in possession of the said Killa heretofore, and therefore, the zamindari of the said *killa* is granted and assigned to him by Government, you are hereby ordered to consider him as your zamindar, and never to wander from his lawful and salutary commands; you are never to conceal any matter from his knowledge; you will pay the rent to the zamindar, according to laws promulgated by Government; according to former rates and customs. The zamindar is to pay timely, by instalments, the annual revenue of 5,500 kahans of cowri as fixed by Government. He is to keep the raiyats contented, that the productive powers of the lands may increase more than what it was before; that the zamindar will keep a watchful eye that no guns, swords, or offensive weapons be manufactured within the estate, and that there shall occur no robbery or murder, if it occurs he will arrest the thieves with the recovered property and deliver the murderers to the authorities.

596. Section 34 of Regulation XII of 1805 confirmed the *sanad* granted to Fatch Mahomed, *jagirdar* of Malud by the first Commissioner entitling him and his heirs for ever

The *jagir* of Fatch Mahomed.

to hold their *jagir* free of assessment in consideration of their services to the British troops. Tradition says that at the time when Fatch Mahomed undertook to guide the advancing army across the swamps of the Chilka he was promised every village through which the troops passed, and that their route was consequence somewhat circuitous; but, be this as it may, he was afterwards dispossessed of a large area by the Raja of Parikud.

597. Regulation XII of 1805 thus gave a permanent settlement to twelve estates in all, but in 1804 the Raja of Khurda foolishly rebelled, and was dispossessed, his estate

Resumption of Khurda.

being held as a *khas mahal*.

598. On the other hand, for some reason, the zamindar of Chhedra was allowed in 1803 a permanent settlement, and in 1805 Kalkala was separated from Darpana and

Chhedra, Kalkala, and Dompura.

made into a separate estate.

The revenue of Dompars* which is a *jagir* and not shown as an estate on the revenue-roll, was in 1829 fixed for ever, subject to a liability to enhancement in the event of alienation of the property.

List of permanently settled estates, 599. There are thus in Cuttack at the present time twelve permanently-settled estates as shown in the following list:—

		Tauzi No.	Area in square miles,	Revenue,
1.	Patia	...	Nil	Nil.
2.	Madhupur	....	16	6,175
3.	Dompars	....	Nil	1,333
4.	Aul	....	23	28,133
5.	Bisunpur	....	13	1,856
6.	Harispur	....	15	3,635
7.	Sukinda	....	12	1,361
8.	Darpan	....	18	7,310
9.	Kalkala	....	19	131
10.	Chhedra	....	17	2,259
11.	Kanika	....	21	20,408
12.	Kujang	....	14	7,503
Total		....	1757.31	80,107

There are also two petty *tanki bahal* estates *arazi jagir bazyafiti bati tanki mauza* Kalianti, and *arazi jagir bazyafiti bati tanki mauzas*. Umaroger bearing *tauzi* Nos. 1852 and 1853 in Pargana Matkatnagar, of which the revenue is fixed in perpetuity.

In the Puri District, there is, strictly speaking, only one permanently settled estate, Marichpur *tauzi* No. 1, which was given a permanent settlement by section 35 of Regulation XII of 1805 and has an area of 52.29 square miles and a revenue of Rs. 3,329.

The Parganas of Malud, Bajrakot, Manickpatna, and Andhari compose the *jagir* mahals confirmed as revenue-free by section 34, Regulation XII of 1805. Their total area is 72.57 square miles.

Parikud, with a total area of 67.52 square miles, formed originally part of the *jagir* mahals, but is now held in adverse possession by the Raja of Parikud.

In Balasore there are 150 permanently-settled estates lying in eight Parganas in the north of the district. They were originally contained in Midnapur and borne on the revenue-roll of that district, but were transferred to Balasore, on revision of the boundary in 1868. The area of these estates according to the old revenue survey map was 127,118 acres, while according to the *mahalwar* register in the Collectorate it amounted to 148,990 acres. The present survey exhibits the area as 121,376 acres, and the total revenue paid is Rs. 34,835. These areas are exclusive of the Jalapahi estates dealt with in paragraph 611 of this Chapter.

600. All the estates of which the revenue has been fixed by Regulation XII are known as *killajat*, and there are certain peculiarities in the tenure common to all such as are still in the hands of the old proprietors.

In the first place the inheritance to the ownership is governed by the law of primogeniture, and from this arises a necessity of providing for the younger members of the family. This is done by assigning to the brothers and other near relatives villages or parts of villages for their support under such estates as *baradaran jagir*, *khoraq posak niskar*, etc. These grants are generally heritable but not transferable, and the head of the family claims the rights to resume on the failure of direct heirs, and adoption is not recognised. In estates of this class are also found numerous grants for religious or charitable purposes, many being of exactly the same nature as the revenue-free properties of the temporarily-settled area, but as their titles have never been enquired into by Government, the grantees continue to be treated as mere rent-free holders, and are, to some extent, subject to the control of the raja or zamindar and liable to be dispossessed for failure to carry out the conditions of the grant.

* See Paragraph 610.

Military service has not been required of these chiefs since 1805, when the *chaupani* tax levied by them for military service was abolished, but for many years they continued to form a turbulent and unruly section of our subjects; and to this day generally exercise a somewhat despotic authority over their tenants. When these estates pass into the hands of speculators or strangers, as has been the fate of Darpan and Harispur, these peculiar incidents cease to exist, and the succession is governed by the personal law of the purchaser.

601. Before the present settlement began, a survey and record-of-rights was already in course of preparation in the Kujang and Kanika estates, and in the *khasmahal* of Banki.

The question as to the preparation of survey and record-of-rights in the remaining permanently-settled areas of the province having been raised. His Honour Sir Charles Elliott, in his Note of the 19th. October, 1891, wrote :—

As to these (permanently-settled estates) I have decided that if they lie altogether outside the limit of temporarily-settled estates we may leave them alone. If they are mixed in with those estates, the survey must take them in its stride; and even if they lie outside, but are irrigated by canal water, they must be surveyed.

The notifications for survey and settlement in Cuttack were accordingly framed so as to exclude—

- | | |
|---------------|----------------------|
| 1. Bishunpur. | 5. Sukinda. |
| 2. Harispur. | 6. Aul. |
| 3. Darpan. | 7. Dompara. |
| 4. Kalkala. | 8. Patia (a portion) |

In Puri the whole area (excluding the subdivision of Khurda) had already been notified for survey, but by a notification of the 15th. December 1891, the order was cancelled so far as it concerned the six Parganas of—

- | | |
|--------------|----------------|
| 1. Marichpur | 4. Manikpatna. |
| 2. Malud. | 5. Andhari. |
| 3. Bajrakot. | 6. Parikud. |

Before receipt of this order, Parganas Manikpatna and Andhari had already been cadastrally surveyed, but the record was not completed.

In Balasore all permanently-settled estates were excluded from the notification. The only considerable permanently settled areas of which the survey and settlement were undertaken, in pursuance of Sir Charles Elliott's orders, were the irrigated portions of *Killas* Aul and Darpan, *Killa* Chhedra, and the outlying portions of *Killa* Patia, all in the district of Cuttack. *Killa* Midhupur has been settled at the instance of the Court of Wards.

602. Before dealing with these estates in detail, I must give an account of the action taken in respect of the excluded area.

In 1894, the officer-in-charge of the Orissa Survey reported that the permanently-settled estates of (1) Patia, (2) Harispur, (3) Bishunpur, (4) Dompara, (5) Kalkala, (6) Sukinda, and (7) part of Darpan in the Cuttack District; (1) Parikud, (2) Malud, (3) Bajrakot, (4) Marichpur in the Puri District; (1) Bhograi (a portion), (2) Fatehabad, (3) Bheprachour, (4) Nampachour, (5) Chak Ismailpur, (6) Birkul, (7) Kankarachour, and (8) Mirgoda, in district Balasore—had not been surveyed, and enquiries were made at the instance of Colonel Sandeman, from the proprietors of those estates as to whether they wished to have a survey on a larger scale than that of 4 inches=1 mile.

Very few took any notice of the letters addressed to them.

The proprietor of Darpan had already applied for the settlement of his estate; the Rajas of Parikud and Aul would have liked a cadastral survey without paying for it, but the proprietors of Sukinda, Harispur, and Dompara objected to having any survey whatever made within their villages.

Accordingly the Director of Surveys proposed a survey on a scale of 4 inches=1 mile; but after some discussion as to the cost, it was decided that a topographical survey, scale 2 inches to the mile, would suffice, and it was carried out by Mr. Ewing in the season of 1894-95, under notification No. 5319 of 3rd December 1894, at a cost of Rs. 31,130.

603. Darpan, with an area of 97.7 square miles and a land revenue of Rs. 7,310, is one of the estates held under a *sanad* at a *jama* fixed in perpetuity, and is now owned by Raja Baidyanath Pandit, who purchased it at a sale for debt.*

It is on the extreme west of the District, and is divided into two distinct portions by the High Level Canal, the land to the west being hilly and to a great extent covered with jungle, that to the east consisting of paddy lands mostly irrigable.

During the season of 1891-92, all that portion of Darpan lying near to the High Level Canal was cadastrally surveyed and records were prepared for the use of the Irrigation Department in respect of 223 villages with an area of 34,399 acres.

In the end of 1892 Raja Baidyanath Pandit applied for the completion of the survey and attestation of all the cultivated portion of his estate (*vide* Mr. Maude's letter No. 2 of the 30th December 1892) and on the 17th April, 1893, notifications were published under section 3 of the Bengal Survey Act V of 1875, and under Section 101 (2) (a) of the Bengal Tenancy Act, ordering the survey and preparation of a record-of-rights for all lands contained in *killa* Darpan, leaving it to executive orders to confine the survey and settlement operations to the cultivated area only (Board's letter No. 320-A. of the 28th. March 1893, paragraph 3, to the Secretary to the Government of Bengal).

From the 1st. August 1893, Mr. Taylor was appointed and at once commenced the attestation of the irrigated villages, but the Raja coming to terms with his tenants applied on the 18th. September to stop all further proceedings, and by a notification on the 7th February 1894 under section 101 (1) of the Bengal Tenancy Act, the preparation of a record-of-rights was limited to the villages lying to the east and south-east of High Level Canal, *i. e.*, to the irrigable areas. As records had been prepared for these, work was stopped, the most incurred up to date being (*vide* Settlement Deptt's letter No. 1627 of 23rd June 1898):—

			Rs.
For survey	....	....	10,635
For attestation	....	....	3,974
For Mr. Taylor's re-attestation in 1893-94	....	....	2,628
Total			17,237
Deduct—Paid by the Raja			2,627
Net cost			14,610

In 1899, the Raja having apparently failed to effect a private settlement, applied for the completion of the record-of-rights. This application was backed by the District Officers, and was recommended to Government in letter No. 636, dated 17th. March 1899.

The subsequent proceedings form no part of the general settlement operations in Orissa, as the work is now being carried on under the supervision of the Collector of Cuttack.

604. *Killa Patia* was at the British conquest held by Raja Raghunath-Deo, a descendant of the old kings of Orissa, who by an arrangement with the Mahratta Government held it free of revenue in exchange for the surrender of his zamindari of Saibir. This arrangement was confirmed by the Commissioners appointed for the settlement of the Province, and they further agreed to pay the Raja a pension of 5,000 *kahans* of *cowris*, and by clause 2 of section XXXV of Regulation XII of 1805 the alteration of the revenue then fixed was prohibited.

What the estate then consisted of was not stated, but it appears that the Raja encroached on the neighbouring Parganas and, after an ineffectual attempt by Government to resume some of the excess, the *raigi* was defined as consisting

* Since the above was written Raja Baidyanath Pandit has died after his son was succeeded him.

of *killa* Patia proper, the greater portion of Pargana Bahurupa, Pargana Sauri, and the *lakhiraj* villages of Sankhari Sahi, in Saibir. Early in the century the pension was discontinued and the Raja engaged for a while for his old zamindari of Saibir, but it was sold for arrears of revenue. The *killa* was never brought on to the revenue-roll or the general register of estates nor has it been treated as an impartible raj as from the analogy of similar properties in the Province it would appear to be, but, except Patia proper, nearly the whole has now been alienated, and the present Raja is a ward of Court in impoverished circumstances. A draft record-of-rights was prepared in Parganas Bahurupa, Sauri, and Saibir, but the proprietors having objected, the notifications were cancelled for the lands appertaining to Patia, and further operations were stopped*.

The total area of the *killa* is as follows :—

			Acres.
<i>Killa</i> Patia	....	....	27,013
Pargana Bahurupa	....	....	6,108
Sauri	....	....	247
Sankharisahi	....	....	674
Total	....	....	34,042

of which the greater part is uncultivated, the cultivated lands being poor and sandy.

605. The Madhupur estate, *tauzi* No. 16 on the revenue-roll of Cuttack, is held at a *jama* of Rs. 6,175 fixed in perpetuity under a *sanad* from the first Commissioners for the settlement of the Province confirmed by Regulation XII of 1893.

Killa Madhupur.

This estate lies at the foot of the Dhenkanal hills between Darpan and Pargana Olas. The western half is great extent to a covered by *beni* grass, rock and jungles; the lands to the east and north lie interspersed with those of the *Moghulbandi* and are fertile land highly cultivated.

Altogether it comprises the 201 whole villages besides lands in 24 villages of Pargana Olas, and has a total area of 41,454 acres, of which 22,389 acres cultivated and 3,031 culturable.

In March 1888 the late Raja died and the minor Raja Narayan Chandra Dhir Narendra is at present under the Court of Wards, who in 1891 applied for preparation of a record-of-rights in the estate.

The traverse and cadastral surveys were completed in 1891-93 and the attestation in the following year, but it was not until 1897 that applications for the settlement of rent were filed.

There were disputes between the Raja and his tenants as to the standard of measurement, but by a compromise of December 1897 both parties agreed to a *padika* or rod of 12 feet giving a *man* of 1.322 acres. Converting at this rate the former areas of raiyats holdings as shown in the zamindars paper, the excess found was assessed at the village rate. Besides enhancements they obtained, a light assessment was made on new cultivation; 641 acres of *paik* and other *jagirs* were resumed and their rents raised from Rs. 149 to Rs. 76 subject to a deduction of half the difference between the old and new rent during the life-time of the present *jagirdar*, and the rents of 298 privileged tenants corresponding to the *bazyafidars* of the *Moghulbandi* were raised from Rs. 393 to Rs. 669.

The result of the fair rent proceedings was to raise the rental from Rs. 24,199 to Rs. 31,552, giving an incidence of Re. 1-15 per acre. The cost of the operations being Rs. 29,002 should be recovered by the estate in four years, but the question of making the tenants pay a share is still under consideration.

I am of opinion that only the rent-free tenures should contribute, and that they should pay As. 8 an acre; if it is decided that raiyats also must pay a share, it may be at the rate of As. 4 per acre.

The amount recoverable will be, according to the first proposal, Rs. 2,208 and if all classes are made to contribute Rs. 8,325.

These rent-free grants are a notable feature of the estate. The inheritance to the 'Rajgi' is as usual in the *killas* of Orissa governed by the law of

* Government order No. 1468 of 8th April 1895; Director of Land Records to Board of Revenue No. 845, of 17th January 1899; Settlement Officer to Director of Land Records No. 2488 dated October 1898.

primogeniture, the heir being bound to make provision for his brethren by grants of land to them and their direct heirs (*khora-possak* or *baradaran jagir*). One thousand two hundred and nine acres are now so held; and another 1,018 as *debottar* and 1,379 as *khairat*, making up with confirmed *jagir* and *brahmottar* lands a total of 6,592 acres held rent-free or at quit rents.

The following table gives detail of the occupied area in the estate and of the result of the present Settlement :—

Class	Number	Area	Existing rent.	Settled rent.	Incidence per acre.		Increase.
	Acres.	Rs.	Rs.	Rs.	Rs.	A.	Rs.
<i>Bazyafti</i> , &c.	298	514	393	669	1	5	276
Occupancy raiyats.	8,627	12,804	20,567	25,635	2	0	5,068
Non-occupancy rai-yats.	1,471	1,403	838	1,547	1	2	709
Resumed <i>jagirs</i> .	79	641	149	761	1	3	612
<i>Jagirs</i> and quit- rent tenures.	3,015	6,263	2,252	2,252	3	6	Nil.
<i>Taufir</i> .	1,038	441	Nil.	688	1	8	688
Proprietors' private lands.	124	862	..	...	...	...	...
Total ...	14,702	22,933	24,199	31,552	1	15	7,353

606. Kanika,* with an area of 440 square miles, is the largest estate on the Cuttack revenue roll, but out of its total area, 175 square miles are situated within the geographical limits of the district of Balasore. The formation of the tract is deltaic. Its lower parts close to the sea coast consist of low marshy and dense jungles which become thinner and higher as they recede from the sea. Higher up are arable plains, the lower portions of which are subject to salt water floods during storms and cyclones, and the upper to inundation by the many branches of the Baitarani and Brahmani rivers. The crops are liable to be destroyed, and it must be reckoned as one of the parts of the country most liable to famine.

It is said that this part of the country was peopled by aboriginal tribes ruled over by several petty Rajas until about the year, 1200 A. D. when a brother of the ruling chief of Moyurbhanj established himself in possession of the portion of the killa now known as Elaka Chamuka. By conquest and marriage his successors added to their properties, and at the time of the British conquest the Raja Balabhadra Bhanj held not only the four *elakahs* of the present estate of Kanika, but the zamindari of the large estate of Utikan.

The first Commissioners in 1803 confirmed his *peskas* of 84,840 *kahans* of *cowris*, equivalent to Rs. 20,408.

In 1805, owing to the Raja's malpractices, he was imprisoned and the estate was held under *khas* management.

Next year he was reinstated, and on his death, in 1813, he was succeeded by his two sons.

In 1845, during the minority of Balabhadra Bhanj's great grandson, the estate came for four years under the Court of Wards, by whom a settlement was made which raised the *jama* to over Rs. 82,000. The estate was again brought under the *khas* management of Government in 1862 on the application of the late Raja Padmalabh Bhanj, and as he was in 1865 declared insane, it continued to be held by the Court of Wards until his death in 1891, and since then has been managed by the Court on behalf of his minor (adopted) son, Nrupendranath Bhanj, and after his death in 1895 on behalf of the minor (adopted by the Rani) Rajendranath Bhanj, who is a natural son of the Raja of Aul.

Between 1865 and 1871 a second settlement was made of this estate, but no cadastral survey was made until 1888, when the cultivated portions were cadastrally surveyed under the supervision of Mr. Smart and subsequently settled by Sakhawat Hussain.

The assets of the estate are reported to be Rs. 1,36,064, but out of this large remissions have to be made, though the assessment is under Re. 1-4 per acre.

* Extracted from Mr. Sakhawat Hussain's report.

607. Killa Kujang* has a total area of 370 square miles, and consists of two distinct tracts; the first a marshy and almost uninhabited strip along the sea coast, and behind this low-lying arable lands intersected by innumerable streams and tidal creeks which both inundate the land and supply means of irrigation in the cold weather. As in Kanika the harvest is liable to be destroyed by storms and cyclones as well as by floods in the Mahanadi river.

The original Rajas of Kujang were descended from Mallick Sendh, Raja of Dhobaigurh, who lived in the seventeenth century, and with the help of the Raja of Kanika fought with and subdued the chiefs of the neighbouring *garhs* amalgamating them all under the name of Kujang. At the time of the British conquest Gangadhar Sendh was in possession and executed an *ekrarnama* for the payment of a *peskas* of 14,011 *kahans* of *cowries*.

In 1812 his son tried to instigate the Rajas of Kanika and Khurda to join him in conspiracy against the British authority, and the attempt being detected, he was dispossessed and imprisoned and his brother Birabhadra Sendh ruled in his stead and executed a new agreement for the payment of Rs. 7,501.

The estate was much affected by the famine of 1866, and in 1869 was sold for debt and bought by the Maharaja of Burdwan.

On the death of the late Maharaja, the estate came under the Court of Wards, and in 1887 a cadastral survey and settlement under Act X of 1859 was begun, and was completed in 1892.

The survey was carried out under Mr. Smart and, in the absence of any previous revenue survey, village boundaries were remodelled and the whole estate divided into 461 villages.

The arable portion was surveyed on a scale of 16 inches = 1 mile; the marshy strip along the coast some 90,000 acres, on a scale of 4 inches = 1 mile.

The total assets were settled at Rs. 1,19,589 and the rents averaged Re. 1-14-6 per acre.

608. Killa Aul is one of the six killas the settlements of which on a permanently fixed annual quit-rent or *peskas* were confirmed by Regulation XII of 1805. It was granted in the reign of Akbar to a descendant of the Hindu sovereign Telinga Makund Deo, and has continued to the present day in the possession of his heirs.

At the time of British conquest the estate was held by Raja Ramkrishna Deo, whose son Protaprudra Deo having impaired his mental faculties by dissolute habits, became incapable of managing the estate which was in consequence taken under the management of the Court of Wards. The estate remained under the management of the Court till 1847 when Raja Protaprudra's son Padmalabh Deo having attained majority took charge of the estate with an accumulated treasure of Rs. 85,000. The young Raja, however, soon got into the ways of his father, and so heavily encumbered the estate with debts that it remained under the attachment and administration of the Civil Court for sixteen years from 1868-1883.

From the earliest times the estate has been managed on the *mustajari* system, each village being separately let out on a farming lease for five years. In 1897, the present manager abolished the system but as there are no reliable collection papers in his hands, the *ex-mustajirs* are still employed for collection of rents on commission.

The killa was excluded from the original notification regarding the survey and settlement of this District, but it was subsequently notified on the 12th December 1892 for survey and preparation of a record of rights under section 101 (1) of the Bengal Tenancy Act, and a further notification for survey under section 3 of the Survey Act was published on the 17th April, 1893. The killa covers an aggregate area of 139 square miles, of which 51 square miles have been surveyed cadastrally and the rest surveyed on 2 inches = 1 mile scale and it comprises three Parganas.

- (1) Utihar;
- (2) Kotabasahi; and
- (3) Derabasimul, commonly called Derabisi.

* Extracted from the Settlement Report of Babu Chandranath Ghosh.

(1) and (2) are intermixed, and (3) forms a nearly compact block of 118 *mauzas*. The whole of Derabisi and three *mauzas* of Utihar lie within the area commanded by the Patamundai canal and the Gobri Extension of the Kendrapara canal. Of these 121 *mauzas*, 67 situated on the right side of the river Gobri had already been surveyed on 32 inches = 1 mile scale for irrigation purposes.

They were, however revised, and the remaining 54 *mauzas* were surveyed on 16 inches = 1 mile scale in the course of the present operations. All these *mauzas* having also been *khanapuried*, the attestation of the Pargana was taken up in 1892-93, but was shortly abandoned owing to the opposition of the Raja. It was after much correspondence again taken up and the attestation completed in the season of 1898-99; after which work was suspended until the Raja should have deposited the estimated amount required for completing the operations.

The cost incurred in pargana Derabisi up to date * is shown below :—

	Rs.
(1) Survey and <i>khanapuri</i> (including the three irrigated villages of pargana (Utihar)	5,836
(2) Preliminary attestation in 1892-93	6,163
(3) Final attestation, including case-work and draft publication in 1898-99	6,777
Total	<u>18,776</u>

<i>Deduct—</i>	Rs.
(1) Amount paid for amins' fees	646
(2) Value of court fees	701
	<u>1,347</u>
Net Charge	17,429

Owing to the persistent opposition of the Raja, Pargana Aul, apparently measuring Utihar Kotabsahi, has been excluded from the Settlement operations by a notification dated the 13th September 1894. An attempt was then made to make a private Settlement of this portion of the *killa* with the aid of a kanungo deputed by the Collector, but seeing the difficulty of carrying it out and the advantages of the authoritative settlement which is going on in Derabisi, the Raja has made an application under section 101 (2) * of the Bengal Tenancy Act † which is being dealt with by the Collector. The whole of Pargana Derabisi is protected from river-floods, but owing to the drainage of a large tract of similarly protected land on the western side passing through it into the Gobri the low lands called *pats* at times suffer considerable damage from accumulation of water. The pargana covers an aggregate area of 46 square miles, of which 39 square miles, or 85 per cent, are cultivated, and of this about one-fifth is now irrigated with canal water.

The existing rental of the attested village is Rs. 38,519, or an average of Rs. 2-9 per rent-paying acre.

609. Killa Chhedra, though not *peskas mahal*, was permanently settled by the Board of Commissioners in 1803, but was omitted from Regulation XII of 1805. At the time of the British conquest it stood in the name of one Madhu Sudan Narendra Mohapatra, who was succeeded in 1804 by his grandson Srinibash Narendra Mohapatra. In 1836 it was sold for the proprietor's debts and purchased in equal shares by Kashinath Roy Chowdhury and by a Subordinate Judge named Golam Kadir in the *benami* of his son. The interest of the former is still held by his descendant, while that of the latter has been transferred partly by private sale and partly by execution sales for debts.

The estate is irrigable, and records having, therefore, been prepared, have been attested and finally published.

The estate covers an aggregate area of 5,390 acres of which 4,116 acres are cultivated, and of these again 432 acres, or 10 per cent are at present irrigated with canal water.

* That is upto the date of completion of the attestation in September, 1899.

† In their letter No. 1394, dated 20th March 1903, the Board of Revenue, Government has since sanctioned the completion of the survey and settlement of the whole *killa* at the cost of the Raja.

610. Besides the permanently-settled mahals and the temporarily-settled estates of the *Moghulbandi*, there are in Cuttack and Balasore certain estates known as *killajat* and occupying an anomalous intermediate position. These are *killas* Dompura, Balrampur, Ragri, Chausatipara and Kantajhar in Cuttack, and *Killas* Ambo, Nangalpur and Patna in Balasore. They were in the Settlement of Raja Man Sinha in 999 A. D. left as part of the *Rajwara*; Ambo, Kantajhar, Ragri and Balrampur being all dependent fiefs of the zamindar of Keonjhar. The Mahrattas, however, resumed all these estates (except Dompura, which was of the nature of a *jagir*) and collected the revenue (*jama* not *peskas*) directly + but left in possession their former holders variously styled zamindars, bhuians and khandaits, and occasionally in later correspondence rajas. They were all men of ancient Hindu stock allied to the chiefs of the Garhjat estates and some claiming royal descent from the pre-historic times' their succession was governed by the law of primogeniture, lands being assigned for the maintenance of the younger brethren, and they kept up on a smaller scale the pomp and dignity of independent chiefs. Some, as we know of the *killas* of the *Rajwara*, obtained on the British conquest recognition as tributary estate; others, as Aul, Kujang, Kanika, and Sukinda, with claims differing but little from those of the estates now dealt with, received a permanent settlement; but the eight *killas* in question were brought on to the roll of temporarily-settled estates, and their revenue was on different occasions enhanced. Dompura was, in 1829, restored to the position of a permanently-settled zamindari provided only that in the event of any alienation the assessment should be open to revision ‡ to the Government of Bengal, and No. 230 L R, of 15th January 1896, from the Government of Bengal, to the Board of Revenue. At the last settlement the zamindars of the other *killajat* estates protested against the proposals of the Deputy Collector to treat them as ordinary *Moghulbandi* proprietors, and claimed a permanent settlement; pointing out that they had precisely similar titles to those of the *Garhjat* chieftains, and had only submitted themselves to British rule in the hope of obtaining more lenient treatment.

Their claims were fully considered by Mr. Commissioner Mills in his letter No. 790, of 21st March 1839, and, No. 2397 of the 27th October 1843, to the Honourable Board of Revenue, in which while finding that they had no legal right to be treated otherwise than as proprietors of temporarily-settled estates, he recommended as a matter of policy that no enhancement of the revenue should be made (except in the case of *Killa* Kantajhar, which had passed by sale into the possession of the chief of Keonjhar), and the revenue previously paid was under orders of Government continued for the term of settlement.

At the commencement of the present proceedings the Bhuian of Mangalpur petitioned the Government, and orders were passed § that specially lenient treatment should be accorded to these *killas*, and that they should form the subject of a special report to Government.

Kantajhar, of which the revenue was enhanced at the last settlement, has been treated as a *Moghulbandi* estate.

So also has *Killa* Patna, which quite recently passed by sale into the hands of Babu Rajanarayan Das and others. The other five *killas* have been made the subject of special reports, in which I proposed to retain the existing revenue, requiring only from the proprietors the payment of a lump sum either at once or in annual instalments to cover the cost of the settlement operations and an annual payment of 85 per cent. of the assets of the resumed *chaukidari jagir*. Alternative proposals were also made for the assessment of a light revenue based on the realisable assets, excluding the valuations of lands assigned for the support of brethren or for such other purposes as are required by the dignity of the zamindars.

In making the proposals I have been actuated by the desire to save these old families from the social degradation that would, I believe, be entailed by an enhancement of their revenue, while reserving to Government the right to enhance

* See letter No. 397 O. S. of 2nd October, 1899, from the Commissioner of Orissa to the Secretary to the Board of Revenue.

† See paragraph 27, Babu Runglal Banerji's report on Cuttack tenure.

‡ Board's No. 4817, of 8th September 1829.

§ No. 3497-409-2 of 14th December 1895 from Government of India to the Govt. of Bengal and No. 230 L R., of 15th January 1846, from the Govt. of Bengal, to the Board of Revenue.

the revenue at any subsequent settlement or on the alienation of the property. I may add that I have included in my proposals the assessment of a full revenue at 55 per cent of the gross assets (and 85 per cent of the Chaukidari resumed jagir) in the event of alienation of any of these Killas from the direct heirs of the present holders.

The Collector of Cuttack, Mr. Growse, went further and expressed himself in favour of granting a permanent settlement to these picturesque chieftains; and Mr. Commissioner Marindin,* following the precedent of Dompara, recommended that the present revenue should be fixed in perpetuity, subject only to revision in the event of the alienation of the whole or any part of the estate. This view has been accepted by the Board of Revenue.†

The following statement gives a summary of the extent and assets of these killas and of the different proposals :—

Name of killa and taluq number	Name of proprietor.	Area in acres.	Number of Villages.	Nominal asset.	Realisable asset.	Existing revenue.	PROPOSALS <i>ad interim</i>			Alternative proposal for light revenue.	Revenue payable in the event of alienation.
							Cost of survey and settlement.	Chaukidari Fund.	Total proposed revenue.		
1	2	3	4	5	6	7	8		10	11	12
				Rs.	Cuttack.		Rs.	Rs.	Rs.	Rs.	Rs.
Balarampur.	.. .. .	15,743	26	9,778	4,200	380	203	73	656	2,317+73‡	....
Ragr	Raja Upendra Narendra Mahapatra.	11,758	25	10,626	6,340	326	184	47	557	3,456+47 §	5,813+47
Chausatpara.	Raja Birbar Dibakor Chotra Mahapatra.	4,335	9	4,727	2,633	133	87	63	289	1,404+68 ¶	2,556+68
					Balasore.						
Mangalpur.	Balabhadra prasad Das Rajkumar Bariganjan Bhuian Mahapatra.	6,368	23	5,651	4,577	1,035	220	—	1,255	1,831	3,107
Ambo.	Bhuiyan Dwarikanath Bidyadhar Mahapatra.	3,663	17	2,989	2,214	213	90	47	350	648+47	1,613+47

611. Under Board's orders No. 452 A., dated the 8th November, 1899, I was directed to give an account, in the completion report, of certain estates claimed as permanently-settled.

Certain lands known *jalapahi* were acquired by the East India Company for the manufacture of salt in the beginning of the century under perpetual leases. As an instance of the terms of acquirement, the following extract from a lease may be quoted.... "this land will for ever remain in the possession and title of the Company, and the Company will use it for the purpose of manufacture of salt, or cultivation, or for any other purpose it pleases." In 1811 it was written that "the talukdars have consented to relinquish in perpetuity in consideration of a fixed annual revenue being allowed to them."

This *jalapahi* area is situated in two Parganas of the Balasore District, Bhograi and Shahabunder. I deal first with the Bhograi area. It is necessary to refer to Board's letter No. 194-B., dated 18th. August 1871, to Government.

* Commissioner to Board of Revenue No. 397 O S of 2nd October, 1899.

† Board to Government, No- 1319-A, of 15th December, 1899.

‡ *Rasadi* terms. For first 5 years Rs. 1,200, For the next five years Rs. 1,800. From the eleventh year till expiry of Settlement Rs. 2317+73.

§ For first 5 years Rs. 2000. For the next five years Rs. 2,750. From the eleventh year till expiry of Settlement Rs. 3,456+47.

¶ For first five years Rs. 800. For the next five years Rs. 1,150. From the eleventh year till expiry of Settlement Rs. 1,404+68.

From this letter we find that certain lands in Pargana Bhograi, in the District of Midnapore (since transferred to Balasore), were held under a permanent tenure by Government for the manufacture of salt. On the abandonment of the salt monopoly, these lands being no longer required for the purpose, their settlement with the proprietors of the estates within which they were situated was sanctioned by the Board. In the meantime portions of the lands had been leased and portions had been sold.

It appears that on the proprietor of the Bhograi estate agreeing to take back the balance of the lands which had been leased out and to receive the sale proceeds of the two *mahals* Bara Ansa and Arang-Patai, which had been sold by mistake, and to a deduction being made from the *sadar jama* of the Bhograi estate equivalent to the *sadar jama* of these two *mahals*, the Collector of Balasore was instructed by the Commissioner to come to a final agreement with him on the above lines, subject to the Board's approval.

The matter was reported to the Board in Commissioner's No. 50 A., dated 5th May 1871, together with a translation of the agreement which was entered into. The proposed terms were approved by the Board with some alterations (*Cf.* Board's No. 114 B., dated 18th August 1871, and No. 21 B., dated 8th February 1872). The agreement shows the nature of the two *mahals*.

It appears, however, that these *jalapahi* lands originally belonged to estates temporarily-settled and were taken by Government on permanent lease from the proprietors. The proprietary right all along remained with the owner of the parent estate, although cultivable portions of the *jalapahi* were in some unaccountable manner treated as separate estates and leased out. Finally, the new estates (so called) were by mistake sold as "estates," but the proprietor of the parent estates objected and he received the purchase money. In the *kabuliyat* executed by the sale purchaser the property sold is described as "having become as good as a decennially (*i. e.*, permanently) settled estate".

In these circumstances, it seems clear that the two new "estates" are merely permanent tenures in estate the parent estate, and in the case of Arang Patai, it would appear that the zamindar of the parent estate by an agreement, dated 1st November, 1871, admitted that the *jama* of the tenure was fixed. Government could sell no right beyond what it possessed, viz., that of a permanent tenure-holder, and the circumstance that it was sold as a permanently-settled estate (supposing this admitted) could not make it so, even though the proprietary right had vested in Government, as a permanent settlement cannot be made by the Board or the Local Government without sanction of higher authority.

Thus in Pargana Bhograi two portions of the *jalapahi* area were sold as estate before 1864. The estates are borne on revenue-roll of Balasore and are known as Arang Patai and Bara Ansa, respectively. They are now claimed as permanently-settled. As details may be required, I add the following :—

In 1864 the Board directed that all *jalapahi* lands should be restored to the estates from which they were originally separated.

The Board directed for Bhograi—(1) That the sale prices realised for Arang Patai and Bara Ansa should be paid over to the proprietor of the estate to which the lands originally belonged. (2) Subleases of other areas of the *jalapahi* created by Government should be respected by the proprietor of the parent estate. (3) Lands necessary for embankments should be given up to Government free of cost. (4) All the estates including *jalapahi* lands should be re-settled in 1275 (1867). [As the Orissa Settlement was extended to 1304 (1897) the re-settlement did not take effect till 7th September 1897].

These terms were accepted by the Bhograi proprietors.

The *jalapahi* area of Bhograi, however, belong to two estates, *mahal* Kasba and *mahal* Nankar; 4,377-30 acres were, therefore, returned to Kasba, and 1,529-41 to Nankar. This fact was not brought to the notice of the Board, but the Board were under the impression that the whole *jalapahi* area in Pargana Bhograi belonged to *mahal* Kasba—a temporarily-settled estate—and that the whole estate (including the *jalapahi* area) would be liable to re-settlement in 1275 (1867).

The estate *mahal* Nankar in Bhograi is in my opinion also temporarily-settled. The proprietor however, has raised an objection on this point, but it has not yet been decided by the higher revenue authorities (a report has been submitted).

It is sufficient to say here that the estate was temporarily-settled in 1841 and that Board's circular No. 6 of 1836 does not apply, as the estate is situated in the temporarily-settled district of Balasore. Accordingly, I have settled the new revenue of *mahal* Nankar and have included its *jalapahi* area within the estate.

I have had to go into some details in regard to the *jalapahi* of Bhograi to make my meaning clear, and may now turn to that of Shahabunder.

The Shahabunder area.

There are many points of difference in the treatment of these *jalapahi* areas and some points of resemblance. At the last settlement the *jalapahi* areas of Bhograi were included in the areas of their two parent estates. It was further recorded that a rent of Rs. 3,712 for an *istamarari ijara* was payable to proprietors of one estate, i. e., originally the whole *jalapahi* area was recorded in that estate, but was afterwards separated and recorded in two estates, though no separation of *jama* was made (possibly because the estates belonged to the same proprietor, but probably through carelessness). In the case of Shahabunder, however, though the Collector stated in his report (dated 10th April, 1849) to the Commissioner that the *jalapahi* area should be included in the unassessed area of the estate to which it belonged, the area was never so included and the proprietors of the parent estate never raised any objection.

Furthermore, they did not claim the area at a subsequent partition, but contended themselves with dividing out Rs. 799 (the rent payable by Government for the *jalapahi* lands according to their shares. No lease or *kabuliyat* for the *jalapahi* lands can now be found, the Government still pays the rent, and the possession of Government since the beginning of the century and the payment of the same rent for all these years is admitted.

In 1861 Government sold to one proprietor of the partitioned estates 149 *mans*, a portion of the *jalapahi* lands in *mauza* Bichitrapur, for Rs. 2,000.

The Board took exception to this sale, but I do not find that the purchase money was ever refunded to the proprietors of the parent estate.

This estate is now considered and recorded in the revenue-roll as permanently-settled estate No. 1372. In 1864 the purchase money was not refunded because the Shahabunder proprietors refused to take back the *jalapahi* lands on the Board's terms (similar to those recorded above for Bhograi).

In consequence of this refusal Government held the *jalapahi* lands *khas* till 1872 except 149 *mans* already sold. In that year they were let out on *ijara* and the same lessee has held them ever since.

His administration has won golden opinions from all Collectors and from the Board. The lease-expired in November, 1899.

In 1897, by Board's orders, No. 506, of 11th May 1895, 297 acres of *jalapahi* were sold for Rs. 8,300 and they now comprise *tauzi* No. 1369, forming a temporarily-settled estate on the revenue roll of Balasore. In the present proceedings the balance of the area remaining with Government is 3,548 acres, and is known as the Bichitrapur Government estate. The zamindars of the parent estate claim that all lands in excess of 2,779 acres, the area mentioned as *jalapahi* in the last settlement proceedings, should be returned to them. This area was not recorded correctly at the last settlement.

In 1829 it was measured as 3,595 acres. In 1835 the land was under water at the time of measurement, thus the area was only returned at 2,448; moreover, in the *stambhabundi* papers of 1848 the boundaries correspond to those of the present areas.

Whatever the area may have been, Government is without dispute in possession of it, and the proprietors of the parent estate are barred by limitation from contesting this point. They have, however, claimed the excess area in proceedings under the Survey Act. It was found by local enquiry that possession was with the lessee of Government and that the excess area, if any, was due to accretion to the permanent tenure held by Government. Accordingly,

Mr. Kingsford's order of 13th April 1899, the whole area-3,549·14 acres-is recorded (as before) in the name of Government. This does not of course include the areas of estates No. 1372 and 1369.

The zamindars of the parent estate now wish that all the *jalapahi* area should be restored to them, notwithstanding the fact that in 1864 they refused to take over the lands. They have seen that the lessee of Government is making a good profit out of the lease and that he has expended capital and labour on reclamation. Naturally they repent them-selves of their previous decision, and would like now to take the profits. I submit that to give up the lands now to the zamindars would be very unjust to the lessee. Babu Kailash Chunder Rai Mahashai (please see Mr. Commissioner Smith's No. 1807 of 26th November 1878), the lessee, has a reasonable expectation of renewal and has thoroughly deserved to have the lease settled with him for another term of years. He has behaved very honestly throughout, (See Board's No. 171 A of 25th May 1880 and Mr. Smith's letter above referred to).

Several points arise for decision—

(1) Government is not the proprietor of the so-called Bichitrapur Government estate, but is a permanent tenure holder. "The *zamindars* are entitled to continue" to receive their rent, but have no further "claim" (Mr. Smith's letter).

I beg to recommend, therefore, that the zamindars of the parent estate be recorded as the proprietors of estate *mauza* Bichitrapur, Pargana Shahabunder, *tauzi* No. 1370, and that Government be recorded as permanent tenure-holder paying quit-rent in perpetuity.

(2) The zamindars wish to have the rent (Rs. 799) raised. I venture to suggest that Government can prove payment of the same rent since the beginning of the century, and though neither *patta* nor *kabuliyat* can be produced, we can show the *pattas* taken for the Bhograi *jalapahi*, the terms of which are set forth in paragraph 3 above. Government should decline to consider any application for enhanced rent, and should refer the proprietor for redress to Civil Court.

(3) There remains for decision the question whether the purchase money of estates Nos. 1372 and 1369 should be refunded to the proprietors of the parent estate or not. Government has not the proprietary right and has never had it. In reality Government has made sub-leases of portions of its permanent tenure, but the deeds purport to confer a proprietary right. I would suggest that the purchase money of both estates be offered to the zamindars of the Shahabunder estate, even though it is nearly forty years since one estate was sold (*i.e.*, in 1861). As four sales of this kind have now been made, perhaps the attention of the Collector of Balasore might be directed to the position of Government in respect of the *jalapahi* lands.

(4) The orders which are passed in regard to Arang Patai and Bara Ausa by Board's No. 452A., of 8th November, 1899, are reproduced as follows :—

I am directed to say that the Board are of opinion that both Arang Patai and Bara Ausa should be treated as permanently-settled estates. I am also to request that the Settlement Officer may be instructed to specially notice these (and other such) cases in his final report, so that the Government of India may interfere if they choose.

In accordance with these orders, I have tried to give information sufficient for the higher authorities to deal also with Nos. 1372 and 1369, and with No. 1370, the so-called Government Estate.*

612. One of the most curious estates in the Province of Orissa is the revenue-free property known as the *Satais Hazari mahal*, which is made up of villages and shares of villages and money assignments in Puri District and elsewhere.

After the Mahratta conquest of Orissa, the Raja of Khurda was forced to surrender to them, in lieu of payment for military services, the parganas of Rahang, Serai, Chaubiskud, and Lemtai, forming a part of the lands excluded from the Mogul settlement.

Out of these, for the support of the temple of Jagannath at Puri, the Mahrattas assigned the revenues of certain lands, making good from the public treasury the annual deficit. This endowment the British Government recognised, and further undertook the management of the temple and the payment of the

* Mr. Collector Webb's letter to Commissioner, dated 19th November 1898.

expenses connected with it, which, in the early years of our rule, averaged Rs. 65,995 (Sicca) per annum. Down to 1808 the average payments from the public treasury amounted to Rs. 29,340s per annum over and above the income of Rs. 30,885 derived from the *Satais Hazari mahal*.

In that year the Collector, Mr. Webb, proposed to disallow some of the unnecessary charges and to fix a limit to the expenditure, and the Government accordingly limited the expenditure on the temple to the sum of Rs. 50,848 exclusive of broad cloth, which was to be supplied from the Company's warehouses.

In 1843 the Government withdrew from the management of the estate and made it over to the Raja of Puri, who had been appointed Superintendent of the Temple. The allowance from the public treasury was, however, continued on a reduced scale down to 1858, when, yielding to the pressure from religious minded persons in England, Government finally severed its connection with the temple, and, in lieu of the money payments, assigned to it a portion of the Khurda Government estate with a revenue of Rs. 16,827, which in 1861 was supplemented by a further grant of land with a revenue of Rs. 6,889, these two grants being commonly known as *Ekhrajat Mahal*†. An account of the *Ekhrajat Mahal* is given in the next paragraph.

The revenue of the *Satais Hazari Mahal* is derived from the following Sources :—

(i) Twelve *hastabud* villages in Parganas Rahang and Chaubiskud Lambai and Paschimduai, with a former rent of Rs. 12,696.

(ii) Fifty *bahal tanki* villages and portions of villages with a total rental of Rs. 2,015.

(iii) Certain allotments from eight *tanki bahal* villages in the Rahang estate with a money assignment of Rs. 2,498.

(iv) Certain allotments from the *tanki bazyafii* villages in the Rahang estate with a total money assignment of Rs. 2,824.

(v) Certain allotments from eight *Sarbarakari* and *mustajari* villages in the Rahang estate with a total money assignment of Rs. 270/-.

(vi) Two *muqadami* villages in Dalijora, district Cuttack, with a rental of Rs. 380.

(vii) One village in Asureswar, district Cuttack, with a rental of Rs. 80.

(viii) Lands in killa Daspalla to the value of Rs. 240, out of which timber for the car is supplied.

The total revenue prior to the present settlement proceedings was, therefore, Rs. 18,178.

Lands in classes (i) and (ii) were at first surveyed and *khanapuried* along with the temporarily-settled estates of the District, but the completion of the record was postponed owing to pressure of work. Eventually under orders of Government‡ the attestation and completion of the records was taken up by Babu Sudarsan Das in the season of 1898-99.

In all the *hastabud* villages (class (i)), except Suanlo which had suffered from breaches in the bank of the Daya river, the Raja of Puri applied for enhancement of rents by annas 3 per rupee on the ground of rise in prices and for assessment of excess area. The settlement was entrusted to Babu Sudarsan Das, and the result of the applications was as follows :—

Class of tenure.	Number.	Area in acres.	Existing rent.	Settled rent.	Increase per cent.
			Rs.	Rs.	Rs.
<i>Padhani tanki</i>	70	90	48	84	77
Occupancy raiyats	2,020	5,149	11,254	14,981	33
<i>Chaukidar's jagir</i>	2	2	Nil	5	—
<i>Sarbarakar dia niskar</i>	32	29	Nil	73	—
Total	2,124	5,270	11,302	15,143	34

All other rents in the *hastabud* and *tanki bahal* portions remain unaltered.

The villages of Rahang *tuluk* from which the *Satais Hazari* estate is entitled to receive assignments, have been attested and rent settled as part of the general settlement of Orissa.

* Mr. Collector Webb's letter to Commissioner, dated 19th November, 1808.

† That is lands assigned for expenses.

‡ Government order No. 474 T.—R., dated 30th June, 1898.

Rents in the *Tanki Bazyafti* and *Sarbarkari* villages have been enhanced, but the Raja of Puri is not entitled to claim any part of the enhancement, as will appear from the following order of Mr. Commissioner Mills* passed on a reference by the Collector of Puri as to the fixity of the assignments to the *Satais Hazari Mahal* :—

“These lands will be made the subject of investigation, but the *fixed assignment* which they pay to the *Satais Hazari mahal* must be maintained as an asset of that state and deducted from the gross assets of the lands.”

The assignments have not been altered since they were first fixed, and will not now be increased unless Government pass orders to the contrary. The *tankidars* of villages Bhimpar, Protaprapur, Chandanpur, Birkishoripur and Balbhadrapur pay jointly the amount of the assignment to the Raja of Puri; in other *Sasans* collections are made from individual *Tankidars*. *Sarbarakars* and *Mustajirs* pay the amounts with which their villages are charged direct to the Raja. The present settlement will not affect the system of payment, except in the *bazyafti* villages in which the rents of each *Tankidar* have been separately enhanced and settled without specifying the amount to be paid respectively to the Rahang and *Satais Hazari* estates. We have, however, no orders to direct the *Tankidars* to pay as assignment any larger sums than they have hitherto paid. I understand from the zamindar of Rahang that the Raja of Puri is collecting direct the money assigned to the *Satais Hazari*; but pending Government orders, no increase of the assignment can be collected, and the Collector should be asked to prevent any increase being collected. Babu A. K. Sen, in his report on Rahang, has expressed an opinion that, to save confusion, it will be necessary to farm out the villages, leaving the farmer to pay the assignment to the Raja or else to assign to the *Satais Hazari* the rents of specific *Tankidars*.

Farming is to be deprecated except as a last resource. The simplest method of all, and one which the proprietor of Rahang wishes, is to let him collect the assignment fund and pay it into Government as revenue with the rest of the revenue of his *Taluk*. Government can then make over the assignment to the Raja. The alternative is a *Batwara*. There is no evidence in any papers of any separation of shares or lands; *Batwara* would therefore be a very difficult and expensive operation.

The villages of Dalijora and Asureswar were attested along with the temporarily-settled estates of Cuttack, and no settlement of rent has been made in them. The lands in Daspalla lie outside the area in which the rent laws and regulations are in force and have not been touched.

No attempt has been made (nor would it be possible to do it accurately) to calculate the cost of the preparation of the record-of-rights in this estate, as it forms part of the general settlement operations. The settlement of rents, however, was made on the application of the Raja and is to be paid for by him.

The account stands as follows :—

Pay of Assistant Settlement Officer and his establishment	Rs. 638
Cost of forms	Rs. 42
Total expenditure ...	Rs. 680
Receipts in Court fees	Rs. 1,112
Deposit in cash	Rs. 42
Total	Rs. 1,154

The stamps fully cover the expenditure incurred, and there is, therefore, no need for any further adjustment. Hitherto the estate has been very badly managed. The Raja of Puri has been a mere puppet in the hands of his advisers and the management has been left to the *Tahasildar* and his *gomashtras*. There are long lists of arrears and in the *Mustajiri* village of Kanchi the assignment of Rs. 65.13 has not been paid for twenty years. A year ago the Raja appointed as his manager Mr. J. C. Price, a retired Indian Civilian, and this gentleman has been doing his best to put matters on a better footing. †

* Letter No. 519, dated 5th March 1842.

† Since the above was written, Mr. Price has left the Raja's Service.

613. The history of the *ekhrajat mahal* is interesting. After the conquest of Khurda in 1804, Government continued to make certain cash payments to the Puri Temple, which was held in high respect by the Hindu communities throughout India. In 1858, in deference to very strongly expressed views in England that the Government should divest itself of all connection with religious endowments in this country, it was decided to grant certain lands in lieu of cash payments.

Accordingly, on completion of the *Nayabadi* settlement of Khurda, a portion of the estate yielding an annual sum equal in amount to that of the reduced money allowance made by Government to the Superintendent of the Temple of Jagannath was transferred to him as *Ekhrajat* * under a deed dated 3rd April 1858.

The amount of money allowance was Rs. 16,517 and the *Sadar jama* of the *Mahals* transferred was Rs. 16,827, as follows :—

	Rs.
The whole of <i>Zilla</i> Tapang	14,327
Garh Parichhal, <i>Zilla</i> Rameswar	1,612
„ Mantir, <i>Zilla</i> -do-	740
„ Muazib, Madhupur, & c.	148
Total	16,827

The excess revenue of Rs. 310 odd was handed over to cover collection charges and remissions for loss of crops.

By a second deed, dated the 13th March 1863, some more villages of *Zilla* Rameswar paying *Sadar jama* of Rs. 6889 were transferred in lieu of Rs. 6,804 paid by Government for the salaries of the Temple *barkandaz* † or guard. We have ascertained (see column 6 of the statement near the end of this paragraph that the assets were actually found to be worth Rs. 26,342 instead of Rs. 23,716-3-9½) ‡.

The *mahal* comprises the whole of *zilla* Tapang and 51 villages of *zilla* Rameswar. It is well to note that two villages of *zilla* Tapang lie within the geographical boundaries of Pargana Serai, and fifteen villages of the same *Zilla* lie within Pargana Lembai. Despite their detached geographical situation outside *zilla* Tapang, these villages are, for all fiscal purposes, considered as parts of *zilla* Tapang. At the settlement of 1880, the number of villages was shown as 151, but some of these have merged together, and in the present survey they have been measured as 124 villages.

The present area of this *mahal* is 67,520 acres, including *lakhiraj bahal* and Government land.

At Mr. W. C. Taylor's survey, the area was 67,685, and at the survey of 1837, it was 53,804 acres. The difference between that area and the present survey area is due to the inaccuracy of the former. The *lakhiraj bahal* area is now 733 acres as against 767 acres at last settlement. The present area of Government land is 438 acres, consisting principally of roads and the East Coast Railway passing through the *mahal*.

The soil is for the most part laterite, or contains laterite, but it is not on this account the less fertile, and will compare very favourably with the alluvial soil of many other parts of Orissa.

In 1823, Mr. Wilkinson found extensive tracts lying waste covered by jungle in *Zillas* Tapang and Rameswar. At the time of the last settlement, in 1857, only 24,925 acres were cultivated; now the cultivated area has risen to 32,381 acres, i.e., there has been an increase of 30 per cent. Even so more than half of the estate is still unbroken by the plough. Much of it is too high and rocky ever to be cultivated, but there is still a large margin which should repay the labour and expense of reclamation, and now that the country has been opened up by the Railway, a considerable development may be expected.

* *Ekhrajat* or more properly *Ekhrajat* is an Arable word meaning "Expenses".

† See Paragraph 101-110 Vol. II of Khurda Selections.

‡ Both Parganas are situated in the *Sadar* Sub-Divisions of Puri.

The principal crop grown by the tenants is paddy, chiefly *Sarad*, *Biali* and *Dalua* are grown in a few villages where the tenants have appreciated the benefit of these crops; and on the high lands and homesteads *mandia*, *Kulthi* and other miscellaneous crops are found. The orchards are very extensive and consist chiefly of mango and *Pulang* (Alexandrain laurel) trees.

As this estate formed a part of Khurda, the early history of its previous settlements is included in that of the Khurda *Khas mahol*.

From the conquest of the Province in 1804 down to 1837 there were five successive settlements, the dates of which are noted below:—

Settlement Officer.		Year in which made
1. Major Fletcher	....	1814
2. Golam Kadir	....	1806-1817
3. Mr. Trower } Mr. Forester }	....	1818-1821
4. Mr. Wilkinson	....	1822-1823
5. Mr. Wilkinson	....	1824-1836

The assets of the estate at these settlements were included in the gross assets of the *Khas mahol* from which it had not then been separated.

Mr. Wilkinson's settlement of 1837 was the first attempt, on a large scale, to prepare a record-of-rights and to settle rents by soil classification.

Each Raiyat's holding was measured, rates were fixed, and enquiries were instituted into invalid tenures.

In 1857 a *Nayabadi* settlement was effected, in course of which only the new cultivation was assessed.

In Mr. W. C. Taylor's settlement of 1880 these lands were surveyed with the rest of Khurda, and proposals were submitted to the Supreme Government asking for sanction to re-amalgamate them with the *Khas mahol* and to substitute an equivalent annual income to the Raja of Puri by means of investment in Government paper or in the shape of a book-debt. The Government of India did not think it desirable to re-open the previous settlement of this question and paragraph 12 of the Government Resolution (printed in page 192, Volume II, of Khurda Selections) directed that, in accordance with the views of the Supreme Government, the Temple lands should be entirely excluded from the settlement proceedings. The proposals for the re-settlement of these lands were therefore abandoned, and this present settlement is resumed after the *Nayabadi* settlement of 1857.

In 1891, the Superintendent of the Puri Temple applied for the Survey of the Temple lands, and the Commissioner recommended that the work should be taken up under section 101, sub-section (2), of the Bengal Tenancy Act. These proposals were sanctioned by Government in their letter No. 161A., dated 22nd. February 1892, and an experimental survey was made to test the accuracy of the maps prepared in 1880. The result was satisfactory, and the estate was surveyed and *kahanapuried* in the season of 1893-94 at a cost of Rs. 6,756. Attestation was begun in 1894-95 by Mr. Ambica Charan Sen and in the two following seasons was completed, all but twelve villages, by Babus Jatendra Mohan Sinha and Amrita Lal Gupta at a cost of Rs. 7,732.

Work was then suspended for want of money (*i.e.*, the Superintendent did not deposit costs), but was resumed in November 1898, when Babu Jagannath Dutta was deputed to complete the records and dispose of the applications for settlement of fair rents.

It was found necessary to completely re-attest the records before publication, and the work proved much heavier than had been anticipated, and in a few villages considerable opposition was encountered.

In April 1899 a second officer, Babu Balmakund Kanungo, was deputed to assist and by May the attestation had been finished; copying and final publication were pushed on as fast as possible, and from June applications for settlement of fair rents began to come in and were disposed by October.

There had been no detailed settlement since 1857, and in the interval the interests of the temple had been shamefully neglected. Rents had been hardly enhanced at all, and farmers and *Sarbarakars* had taken to themselves nearly all the profits of new cultivation. The rise in prices was found to justify a considerable enhancement of rents, and there was also a large extent of assessable excess lands in the holding.

The Manager agreed to apply only for an enhancement of annas 3 per rupee on the ground of rise in prices, and a further assessment at light rates (As. 14-10 and As. 8-4 per acre) for excess area, an allowance of 10 per cent. being given for errors in measurement. He also applied for the resumption of a good many rent-free homestead lands and of some *jagirs*, the holders of which had ceased to render service. In the first month he omitted all tenants whose rents would at these rates be enhanced by less than 4 annas, but in subsequent months the applications were more general. Altogether, 14,523 applications were filed by the landlord and 103 by the tenants, and with a very few exceptions the fair rent proposed were accepted by the opposite party. At the outset the standard of measurement presented a difficulty. The *podika* was one of 14 *dastias*, but there was a dispute as to its length. I personally enquired into the dispute and found the length to be 7 feet, as in the *khas mahal*. and this decision was not questioned by either party.

The next difficulty that arose was over the assessment of orchards, which had in general been planted by the tenantry without the permission of the landlord and had in no case been assessed to rent. It was decided that, except where the lands were required for communal or public purposes, such as a market, they should be settled with the tenants as occupancy or non-occupancy raiyats and assessed at not more than As. 8-4 per acre, the lowest *khas mahal* rate. It was only in the well-to-do neighbourhood of Bajpur that serious opposition was encountered, and it became necessary for me to go there myself and explain to the tenants the grounds of the enhancements. By absencing themselves from the attestation the raiyats had allowed many wrong entries to pass unchecked, and as a return for their acquiescence in our proceedings they were allowed a further opportunity of having all objections disposed of. As the result of these measures the opposition gave way and no further check to the work occurred.

In spite, however, of the liberal rules, the early enhancements worked out so high that it was found necessary to reduce them, the rates of assessment on excess area and orchards being summarily lowered where enhancements were highest. M. Webster was deputed to examine the records and make a note of all cases of excessive enhancements, and, after some demur, the temple authorities agreed to the proposed reductions.

The following table shows the result of the Settlement operations in the *ekhrajat mahals* :—
Statement showing the last and present Settlement area and assets and incidence per acre.

Serial number.	Status.	Number of tenants	AREA IN ACRES		RENT RUPEES							RATE PER ACRE.		
			According to last Settlement.	According to present Settlement.	Last Settlement.	Existing.	PRESENT			DIFFERENCE OR—		Past.	Existing.	Present.
							Settled rents for which applications have been made.	Existing rents for which applications have not been made.	Total.	Columns. 7-6	Columns. 10-7			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
												Rs. A. P.	Rs. A. P.	Rs. A. P.
1.	Baha Tanki.	166	238	227	95	94	12	82	94	—1	....	0 6 5	0 6 8	0 6 8
2.	Raja Tanki.	1,778	4,335	3,790	2,214	2,005	1,583	663	2,251	—200	+246	0 8 2	0 8 5	0 9 0
3.	Settled and occupancy.	17,705	20,593	27,645	21,751	25,658	28,515	4,607	33,122	+3,907	+7,404	1 0 11	0 14 10	1 3
4.	Non-occupancy.	40	...	35	....	18	24	8	32	+18	+14	....	0 8 3	0 14
5.	Chandina.	1,047	190	95	2,282	813	438	516	984	—1,469	+171	12 0 2	8 8 11	10 5
6.	Jagir assessed.	173	...	552	....	....	655	....	655	....	+655	....	....	1 3 0
7.	Minha assessed.	232	....	29	....	....	162	....	162	....	+162	....	....	5 9 4
8.	Sairat.	111	....	....	....	12	181	6	187	+12	+175	....	....	....
	Total	21,312	25,356	32,373	26,342	28,600	31,575	5,912	37,487	+2,258	+8,837	....	....	....

* See paragraph 124.

It will be seen that in forty years the *mufassal* rent-roll had only been increased by Rs. 2,258, or about 9 per cent., while in this settlement another Rs. 8,887, or 31 per cent., has been added.

This may appear a large increase, but it is certain that the tenants have actually been paying to *sarbarakars* and farmers rents for a good deal of what is shown in our papers as *nayabadi*, and the incidence of settled rents is Rs. 1-3-2 per acre, as against Re 1-10-4 in the *khas mahal* of Khurda.

The total cost of the operations and the amount recovered from the proprietor has been :—

			Rs.
Survey and <i>khanapuri</i>	....	....	7,126
Attestation	....	....	15,144
Copying	....	....	1,762
Fair rent settlement	....	....	4,622
Head office establishment	....	....	1,394
Miscellaneous	....	....	1,025
Total	....	....	31,073
Deduct amount realised by Court-fees.		....	10,904
Balance of cost debitable to the settlement operations....			20,170
Deduct amount already deposited by the landlord.	....		17,300
Balance due to Government	....	....	2,870

There does not appear to be any reason why Government or the tenants should contribute towards this expenditure. Not only will the enhancements recoup the Raja in four years, but he has been supplied with a complete and authoritative account of his property and his assets, which for at least thirty years should enable him to prevent his *sherista* falling back into the state of confusion that has hitherto prevailed in it.

614. Along with the *ekhrajat* villages were settled the revenue-free and *khandaiti* villages of Khurda, viz., (1) Garh Atri Oger, (2) Mauza Sana Kumari, (3) Mauza Kapileswar, (4) Mauza Baunsmul, (5) Mauza Darunguli Patna, (6) Garh Haldia, (7) Garh Malipara, (8) Mauza Uparbast, (9) Mauza Bhubaneswar. These require but a very brief mention.

Atri consists of five villages in *zilla* Kuspalla with a total area of 2,309 acres. They were granted in 1858 to the *mathadharis* of the Puri temple in lieu of a former allowance of 560 maunds and 3 seers of salt, and have up to date been held free of revenue.*

The survey was made in November 1898 and the records prepared at the instance and at the cost of Government. The proprietor, as well as some tenants, filed applications for settlement of fair rents, 710 in all.

The result of these applications was that rents were raised from Rs. 1,056 to Rs. 1,502, or by 46 per cent., on the same lines as rents had been enhanced in the *ekhrajats*. Adding rents in respect of which no application was filed, the rent-roll of the estate comes to Rs. 1,840.

The estimated cost of the operations was Rs. 938, of which Rs. 410 was filed in court-fee stamps. There is nothing to be recovered, as the stamps cover the cost of settlement of rents.

Sanakumari, Kapileswar, and Baunsmul are small revenue-free endowments, surveyed and settled as part of the general operations. The following table sums up the general facts regarding them :—

Village.	Area in acres.	Former assets. Rs.	Settled assets. Rs.	Cost of operations. Rs.	Recoveries. Rs.	Balance. Rs.
Sanakumari	 62	93	114	115	33	82
Kapileswar	 37	22	22	117	Nil.	117
Baunsmul	 81	187	187	92	Nil.	92

* Board to Commissioner No 185 A of 31st May 1880.

Applications for settlement of rent were only made in Sanakumari, and the proceedings have been paid for by court-fees.

615. Haldia and Malipara are two *khandait* tenures held at a fixed quit rent from before the conquest* and were recognised by the British Government in 1819. The *khandaits* do not render any service to Government, but regard themselves almost as tributary chiefs, and many of the peculiar customs of the *killajat* estates are found among them in full force.

By Mr. Wilkinson these tenures were surveyed and settled, but in 1880 operations were stopped after the survey. In this settlement they were taken up in order to complete the Khurda *killa* and the survey and record-of-rights were made at the cost of Government.

Much trouble was caused in Haldia owing to disputes between the *khandait* and his brethren as to their rights to the jungle and waste land, and the claims of the latter party to be recorded as co-sharers in the estate. The property was divided at Mr. Wilkinson's settlement into three parts : *nijjat*, or lands in the possession of the *khandhit* himself; *bhaiyabhag*, lands by relations (*bhaiya*) for their maintenance; and *kotbhag*, the residue. It is the rights over this latter portion which have formed the subject of dispute, and it has been held that the '*bhaiyas*' have no title except to graze their cattle on and take fuel from the waste lands and jungle. A curious feature of some of the tenures in the *bhaiyabhag* is that part only of the rent is payable to the assignee and the rest to the *khandayat*.

The whole cost of settlement has been borne by Government and no applications filed for settlement of rents.

The following table summarises the principal facts :—

Garh.	Number of villages.	AREA IN ACRES		Number of tenants,	Rental	Cost of operations.
		Former Settlement.	Present Settlement.			
Haldia	5	5,130	4,984	1,984	Rs. 1,602	Rs. 1,438
Malipara....	5	5,237	4,725	1,099	928	823
Total	10	10,367	9,713	3,083	2,530	2,261

The loss of area is due to the decision of a boundary dispute with Dompura after the survey of 1880.

616. Mauza Uparbast is a small revenue-free property of 371 acres. In 1896 the proprietor applied for a survey and the preparation of a record-of-rights. The work was carried out in 1898 by Babu Jagannath Dutt, who also settled rents for 218 tenants, and enhancement of $3\frac{1}{2}$ annas per rupee being made on the ground of rise in prices. Assets were thus raised from Rs. 274 to Rs. 397, or by 45 per cent. The cost of the operations has been Rs. 390, the whole of which has been by the proprietor† and the balance of his deposit is to be refunded under Board's order No. 405 A., of 13th December, 1899.

617. The temples of Bhubaneswar are sacred to the worship of Lingraj Mahaprabhu, and are said by Mr. Sen to owe their origin to the Kuma Brahmins (see also chapter of this report). They are supported by an endowment consisting of eight villages in the Khurda subdivision of the Puri District, besides several small holdings scattered over adjacent Thanas. These lands are under the control of a Committee, of which Babu Priyanath Chatterji, M. A., B. L., is the managing member.

In Mr. Wilkinson's settlement of 1837, but not since then, a detailed survey had been made of the property, and on the 25th September, 1897 the Committee applied under Section 103 of the Bengal Tenancy Act for a survey and preparation of a record of-rights. The settlement was sanctioned by the Board of Revenue, and the work was taken up under the general notification for the survey and settlement of Khurda.

* Vide pages 44 to 56, Volume III of Khurda Selections.

† Board's letter No. 405 A, Dated 13th December 1899.

The villages in respect of which the application was made were eight in number, viz :—

Sl. No.	Name of village.	General number in Collector's Register B. Part-1.		Area (including waste) acres.
1.	Bhubaneswar	1371	to 1376	1,176
2.	Mahabir Sasan	1370	}	913
3.	Ogarsuan	1367		
4.	Dakhin Nuagaon	6357		
5.	Kuha	1353	}	145
6.	Khetrapal			166
7.	Sundarpada	1354	to 1364	262
8.	Gangeswar	1339		77

Of these the last four contain also lands of the Khurda *khaas mahal*, and the record-of-rights was completed in 1897 at the cost of Government. For the remainder the Committee deposited Rs. 1,000, and the work was taken up along with that of the *ekhrajat mahal*. There was a good deal of trouble caused by the claims of *shebaitis* and other hangers-on of the temple to hold lands at quit rents or rent-free, and even now some cases in Bhubaneswar village remain for disposal.

So far, the result of the settlement has been to raise the rent-roll of these four villages from Rs. 1,122 to Rs. 1,543, the increase being due partly to the enhancement of former raiyati rents by three annas in the rupee, and partly to the assessment of lands hitherto held free of rent. The total rental of the endowment, as at present ascertained is Rs. 2,309 assessed on 1,747 acres and a produce rent from 34 acres.

618. Jamuna Jharpara is a small *khandaiti jagir*, of which the settlement was undertaken at the request of the tenants. It has a total area of 494 acres, and the settlement cost Rs. 511, or deducting process fees, Rs. 487. Out of this Rs. 38 has been paid by the raiyats, and proposals for the recovery of the balance have been formulated.*

619. Though, perhaps, it would have more properly found a place in an earlier section of this report, I cannot finish this chapter without some mention of the peculiar treatment of *jalkar mahals* or fishery estates at the last settlement.

Sometimes the right of fishery was completely diverted from that in the riverbed or riparian estates. The most noteworthy instance is that of the two *jalkar mahals*, Gangahar Jalkar and Nadi Nanpal, which consist of the fishery rights in the waters of the Burabalang Gangahar Shuna, and Khandia Shuna rivers in Balasore, though the river bed was included at the last settlement in the area of the riparian estates.

Another case is to be found in the fisheries of the upper Mahanadi, nearly the whole being assigned to Pargana Panikhand, though the bed of the river is included in *killas* Atgarh and Motri and Patia. Similar anomalies are to be found in the record of the Katjuri fisheries, and have led to many boundary disputes. Sometimes a river was treated as a village, as in the case of the Gobri in Pargana Tikan, of which the area and fishery assets were divided between the two principal estates. Such villages have generally been eliminated in the present survey, and the area of the river included in that of the riparian villages some however, as the *Mahanadi Machhadiya*, still survive.

There is still another *jalkar mahal* in Cuttack "pata Mahanadi" No. 2845. It was purchased from Government by the Raja of Dompura and has been settled with him at a revenue of Rs. 2-9. The Collector should be directed to enquire into the circumstances of this estate.

620. It was at one time suggested that the beds of all navigable river, should be excluded from the estates through which they lay and recorded in the name of Government. Enquiry showed that at the last settlement all river beds had been included in the

* See Correspondence ending with letter no. 645, of 18th March 1899, from the Settlement officer to the Collector Puri.

area of estates, and further that the channels within the temporarily-settled parganas were not of much value. The proposals were, therefore, after consulting the Advocate-General, dropped as regards Cuttack and Puri. In Balasore, Mr. Kingsford, with the proprietors' consent, recorded in the name of Government the navigable channels, that of the Burabalang excepted.*

* Board to Government, No. 257 A of 25th April 1892 and Director of Land Records to Settlement Officer, Orissa, No. 1491 S. of 30th August 1899.

CHAPTER XXV.

EXPENDITURE ON SURVEY AND SETTLEMENT.

621. The important subject of expenditure must here be treated of somewhat briefly as the accounts have not been finally audited.

Introduction.

The expenditure shown in this Chapter is therefore taken from the annual reports, and includes all payments up to the 1st January 1900.

622. The first detailed estimate of cost is to be found in a note prepared by the Director of Land Records in February, 1891. *

In that note (paragraph 23) a provisional estimate of Rs. 13,07,809, viz., Rs. 6,12,747 for survey and Rs. 6,95,062 for settlement, was made against a previously sanctioned estimate of Rs. 14,03,981. It was not long before it became evident that this estimate must be largely exceeded, but it does not appear to have been foreseen by anyone that the total expenditure would be more than 30 lakhs of rupees. Comparing the original estimate with the actual expenditure up to the 1st January 1900, we find —

		Survey	Settlement.	Total.
Estimate	....	6,12,747	6,95,062	13,07,809
Actual	....	9,43,091	23,45,426	32,88,517

Thus the original estimate for survey was a little more than half, and that for settlement rather less than a third, of the actual cost.

To some extent the difference is due to operations not included in the original estimate viz :—

Nature of operation not included in the original estimates.		Survey Expenditure.	Settlement Expenditure.
Settlement of—			
Khurda	....	....	1,40,306
Ekhradjats	....	7,126	30,584
Killa Aul	....	8,519	21,270
Killa Darpan	....	10,635	
Killa Madhupur	....	9,075	19,253
Total	....	35,355	2,11,413

On these accounts an allowance of Rs. 2,46,768 is to be made in the errors of the original estimate, but this still leaves a very great excess, which appears to be due in part to the defects in the early *khanapuri* and attestation, and partly to the failure to work out and carry through from the beginning a definite plan, but chiefly to the fact that the original estimate made practically no allowance for the cost of the later stages of the work; for the disposal of case work, for the completion and copying of the records, and for the settlement of revenue for over 6,000 estates; in fact, for the stages which have occupied the Settlement Department for the last two-and-a-half years.

623. The expenditure on survey (excluding revision survey in Cuttack and Khurda) is shown by the

Cost of Survey operations.

* Appendix A (1)