

famine of 1865-66 in a Province which was then practically cut off from communication with the outer world. The observations of the Commissioner on this subject (*vide* paragraph 6 of his Report) are interesting and instructive.

11. *Prices*:—As intimately connected with the subject of agriculture, the Settlement Officer has in Chapter VII of his Report, brought together in a most useful and readable form all the available information on the subject of prices. Here also there is some repetition in the Appendices, but this is a matter of slight moment. This chapter is specially valuable in view of the fact, disclosed by the settlement operations, that the margin of cultivation in the temporarily-settled area has nearly been reached, and that any future enhancements of rents and revenue made at the next settlement will have to be based on the rise of prices due to the general opening up of the Province by improved railway and other communications.

12. *Material condition of the people*:—Chapter VIII treats of the material condition of the people, and is a most valuable contribution to our knowledge of Orissa and its inhabitants. It will be of the utmost service to future administrators of the three districts. The improvement in the resources of the country during the last thirty years is remarkable (paragraph 136); but the Board would observe, as regards the conclusions come to by Mr. Maddox on page 142 of his Report, that there is still a vast area of cultivable waste land in the Tributary States which will probably come under cultivation during the next thirty years owing to the opening of the East Coast Railway and the increasing pressure on the soil of the Mogulbandi. A mine of wealth will be opened to the Chiefs if the branch line, for which surveys have been made through their States from Sambalpur to Khurda, is constructed; and in such case they ought certainly to give the necessary land free of cost.

13. *Early history*:—Chapters IX and X are mainly historical, and the Board do not propose to offer any remarks on them. A new and very interesting point, noticed in paragraph 221 (*page 151*)—, viz, the bestowal by zamindars of titular names—appears to the Board to be worthy of further inquiry and elucidation in connection with the coming census.

14. *Land tenures*:—Chapter XI, which deals with this subject, is one of the most valuable and important parts of the Report, both from the historical and modern points of view. It brings together in a concise form, the views of the various authorities who have written on the subject, and shows the changes which the last sixty years have brought about.

15. *Illegal cesses*:—The number of *abwabs*, or illegal cesses, enumerated in paragraph 266 (*page 174*) is somewhat alarming; but the Board believe that their rights have been so carefully explained to the raiyats by the Settlement Officers engaged, during the past ten years, in the survey and settlement operations that any such payments which are now made are either purely voluntary or paid as a matter of policy, and are indicative rather of patriarchal relations and good feeling than of oppression and violence. The personal good feeling between landlords and tenants has, perhaps, survived longer in backward Orissa than in more advanced Bengal, and the Board do not think that anything further than the settlement record is needed to protect a tenant from unwillingly making any further payment than that of his rent as recorded therein.

16. *Elimination of the Middleman*:—The Board agree, on the whole, with the view taken by Mr. Maddox in paragraph 298 (*page 198*) of the Report that the gradual elimination of the middleman in Orissa is a result to be desired. It is not quite clear, reading paragraph 330 (*page 224*) with paragraph 298, to what extent the law of merger has actually been applied during the settlement operations. From the latter paragraph the Board would infer that it has not been applied at all, but from the former it would seem to have been applied only to the case of raiyati occupancy rights purchased by a zamindar or proprietary tenure-holder. Further information will be called for on this point.

17. *Proprietary tenure-holders*:—Paragraphs 300-305 of the Report deal with the relations between zamindars and the several classes of proprietary tenure-holders, and discuss three suggestions (*see page 201*), which have been made for giving to the former increased facilities for collecting their rents from latter. In the Board's opinion the first suggestion made by Mr. Maddox, viz, the

extension of the Bengal Patni Regulations, and the third, the establishment of a special Court, are impracticable and need not be further discussed. The second—the extension to Orissa of certain sections of the Bengal Tenancy Act—will be considered in connection with Chapter XIII. From paragraph 301 of the Report it is clear that the zamindars have, at present, reasonable facilities for collection if they take the trouble to use them. There is no urgency for any change, and the Board think that the question may, for the present, be left to gradually solve itself. They are not in favour of the suggestion made by Mr. Maddox in paragraph 304, viz., that the existing individual engagements entered into with the whole body of sarbarakars should be cancelled, and that new ones should be taken from only one or two of the principal sarbarakars. On this subject the Officiating Commissioner Mr. E. R. Harris, writes as follows :—

“The practical difficulty of carrying out the proposal is that it will considerably delay the completion of the settlement. It is pretty certain that the superseded sarbarakars would strongly oppose the cancelling of the kabaliyats. The Act would probably be regarded as a breach of faith. I venture to say it would not be good policy to take the step recommended by Mr. Maddox ***. At present the khewats show the names of all co-sharers in sarbarakari tenures. In course of time changes will take place by inheritance or transfer. The same thing will happen if one or two selected sarbarakars sign the kabaliyats. In either case other persons, besides those whose names appear on the record, will have to be joined as co-defendants in rent suits.” The Board share the Commissioner’s views, and consider that it was a great pity that the procedure of the last settlement was not again followed. The omission was due to an oversight on the part of the Settlement Officer.

18. As regards the first of the specific recommendations made in paragraph 301, the Board have already indicated their desire to deal with it in connection with the question of the extension to Orissa of the whole of the Bengal Tenancy Act, which has not already been extended. They are, as already stated in paragraph 17 above, not in favour of the second recommendation. The Board have no objection to the adoption of the third so long as it is not carried out wholesale but tentatively, and by way of making examples of flagrant instances—*pour encourager les autres*. They approve the fourth suggestion, which is in accordance with the view taken by them in paragraph 17. The Commissioner’s remarks on these proposals will be found in paragraph 23 of his review.

19. *Transfer of raiyati holdings*:—In paragraph 328 is discussed the very important subject of the transfer of raiyati holdings. Mr. Maddox says :—

“In all three districts there has been an enormous increase in the number of transfers since the commencement of the settlement operations, and since their close sales and mortgages of holdings and parts of holdings have become so common as to arouse the apprehensions of zamindars and district officers”.

In forwarding the Final Settlement Report of the Government estate of Khurda, the Board expressed their views in favour of the unrestricted right of transfer of whole holdings and against the subdivision thereof by sale or mortgage of portions only save in exceptional cases like that of Khurda. They adhere to these views in respect to Orissa generally. The value of a raiyati holding appears to have been enormously raised by the settlement operations. On the suggestion made by Mr. Maddox in paragraph 328 (*page 222*), the Board will consult the local officers and the Inspector-General of Registration before asking Government to take any action. It appears from paragraph 28 of the Commissioner’s review that he has already called for further information on this subject.

20. *Extension of the Bengal Tenancy Act*—Paragraphs 330 and 331 of Report, on the subject of the Bengal Tenancy Act, would, in the Board’s opinion, have come more naturally under Chapter XIII (*page 245*). They are of great interest and importance, and will be considered in connection with the above Chapter. In paragraph 16 of this letter the Board have already noted the question of merger adverted to on *page 225*. As regards Mr. Maddox’s remarks on the enforcement of the provisions of sections 56 to 60 of the Bengal Tenancy Act, the Board observe that the difficulty pointed out is also felt in Bengal. In view of the important part which rent-receipts are likely to play in the revision proceedings of the next settlement, the Board think that a special and more simple form of rent-receipt should be prescribed for use in Orissa, and that its headings should, for purposes of identification, correspond as far as possible with those

given in the *parchas* and in the settlement records. They will consult the Director of Land Records & the local officers on the subject before making any definite recommendation. The question raised as to the legal means of enforcement is not peculiar to Orissa and need not therefore be separately discussed in connection with the settlement report.

21. *Dates of payment of rent* :—In Chapter XII and in paragraph 565 (page 393) of his Report Mr. Maddox has

Kista, &c.

dealt with the subject of rent demand and collection and has shown that (as Mr. Toynbee believes is also the case in Bengal) the tendency of zamindars has been to forsake the old rent-kista fixed at, and entered in the daks of, the last settlement, and to make the bulk of their collections on the approach of the latest day for the payment of their Government revenue (paragraph 344). These dates are 28th April and 8th November, and Government has in its order No. 3992, dated 30th December 1898, decided not to change these dates. It asked, however, if the proportion of payments on the two latest dates could not be advantageously changed. In Board's No. 508A, dated 19th April, 1900, they agreed with the Commissioner Mr. Marindin that no change is required. The final orders of Government on this question have not yet been received. The methods of rent-collection adopted by Uriya zamindars do not apparently differ materially from those followed by their Bengali brethren, but the percentage collected by them is, in the Board's

* Cuttack ... 94 per cent.

Puri ... 90

Balasore ... 87½ "

opinion, considerably higher in Orissa than in Bengal. How far this is due, if due at all to

the jurisdiction of the Revenue, as opposed to that of the Civil, Courts it is impossible to say; but it is not improbable that the existence of a large number of petty Uriya resident proprietors, and the able and efficient management of some of the Bengali absentee zamindars, may also partially account for it. It will be seen that the standard of collections is highest in the irrigated and protected areas, and lowest in the tracts damaged by floods (page 241). It is not clear whether or not, in calculating the percentages shown in the margin, limitation-barred and therefore legally irrecoverable arrears have been included in the demand. It is the universal practice of zamindars to keep these on their books as long as possible, and one of the most difficult and important tasks of the Court of Wards when first taking charge of an estate is to have these written off and wiped out once for all. The cost of collection incurred by zamindars is estimated by the Settlement Officer to vary from 5 to 10 per cent. (paragraph 352) of the *mufassal jama* in ordinary estates and in especial and extreme cases from 6 to 16 per cent. It is interesting to compare with the above figures the actual average cost of management and collection in Government and wards' estates in Bengal for the five years 1894-95 to 1898-99, which were 6.7 per cent and 7.9 per cent. respectively, the Government standard in the former being 6 per cent. for the whole Province.

22. *Further extension of the Bengal Tenancy Act*—In Chapter XIII (Page 245) Mr. Maddox has dealt very fully with the question of the extension to Orissa of such sections of the Bengal Tenancy Act as have not yet been extended thereto. Paragraph 361 gives a summary of his recommendations. The Board agree with him that the jurisdiction of the Revenue Courts in the trial of rent suits should be retained for the present at any rate, in order that the District Officers may closely watch the effect of the new rents fixed by the settlement, and be otherwise in direct touch with the relations between landlords and tenants. In this connection the Board's letter to Government No. 334A, dated 5th March 1894, should be referred to. As regards the extension of specified section, the Board agree in the proposal made in paragraph 361 (b) of the Report, viz., that sections 2 (2), 2 (3), 2 (4), 8, 9, 5, 7, 16-83, 39, 116-120, 178-183, to which they would also add section 31A, be introduced at once, "being dependent on sections already in force (*vide* paragraph 361 (a)), or because they have been already used by the Settlement Department".

As regards the introduction of the remaining sections, the Board propose to consult the Legal Remembrancer, the Director of Land Records, and the local officers before making any definite and specific recommendation. The Commissioner has already called for the local officers' opinions, and promises a further report. It will probably be found possible, when the whole question has been

threshed out, to extend the whole of the Act, with the exception of certain specified chapters or sections. A notification in this form would, in the Board's opinion, be more convenient for reference than the present practice of issuing piece-meal notifications.

23. *Settlement Procedure* :—The Board do not propose to make any detailed remarks on Chapters XIV to XX, which relate to the subject of procedure, as it has been very completely dealt with by Mr. Lyon in his review. The record of the early mistakes made, and of the difficulties met with and overcome, will be of the greatest possible use at the next settlement, and no apology is needed for their inclusion in the Report and Appendices. It would, in the Board's opinion, be premature to offer an opinion at present on the views put forward by Mr. Maddox in paragraphs 376 and 377 of his Report. It is well that they should have been placed on record, but any orders on them may well wait until the time for the next settlement draws nearer.

24. *Assessment of Government Revenue* :—The Board desire to draw the attention of Government to the strict and detailed scrutiny which has been exercised by the Settlement Officer, Mr. Maddox, in the assessment of the Government revenue on over 6,300 estates. To quote his own words, he has "made remarks and passed orders on every estate, however small". Up to the date of the submission of this letter, the number of settlement reports that have come before the Board is 913. Every one of these gives ample evidence of the labour bestowed upon it by the Assistant Settlement Officer concerned and by the Settlement Officer himself. The Board have upheld the Settlement Officer's recommendations as they stood in no less than 782 cases, and have modified them only in 126. The assessment records, so far as Mr. Toynbee, with his want of personal experience in detailed settlement operations, is able to judge, are complete and exhaustive both in form and substance. The number of cases now pending for confirmation is 5 in which references have been made.

Out of the 908 cases hitherto disposed of by the Board, revenue has been taken at more than 55 per cent. in 581 cases and at less than 50 per cent. in 78 cases, the revenues of the remainder ranging between 50 and 55 per cent. The chief reasons which influenced the Board in fixing revenue at more than 55 per cent. are: (i) protection from flood and drought secured by embankments and canals; (ii) no reduction of existing Government revenue without due and sufficient cause is justifiable; (iii) a fair share of the increased assets should be given to Government. The principal grounds which have induced the Board to accept revenue at less than 50 per cent. are—

- (i) Liability to flood, drought, etc.;
- (ii) Such an enormous increase in the assets since last settlement that to take even 50 per cent. would reduce the proprietor's present income to a ruinous extent;
- (iii) The scattered nature of estates which makes the cost of collection very heavy and which causes difficulty in the realisation of the full assets, and
- (iv) The absence of any likelihood of any considerable further extension of cultivation.

25. The Director of Land Records will be asked to report specially on the suggestion made in paragraph 486 relative to the preparation of an abstract of the *khasra*.

26. *Maintenance of the records* :—This important matter has been separately dealt with by the Board. In their letter to Government, No. 840A dated the 17th August 1899, they agreed with the Director of Land Records that the proposal to maintain the records by the agency of patwaris should be abandoned, and that, in its stead, a revision of the settlement records should be made after 15 years on the lines recently adopted in the Khurda Government estate. In its letter No. 4397 L.R., dated the 9th December 1899, the Government called for further information, which was collected by the Director of Land Records and submitted with the Board's letter No. 995A, dated the 20th August 1900. The Board adhere to their preference of periodical revision of the records over their annual maintenance by patwaris. As the question does not affect the settlement and its results, it is not necessary to dwell on it further in connection with this Report.

27. *Discrepancies in areas* :—Chapter XXI of the Report, dealing with the question of areas, is of some importance. The Board think that, with reference to paragraph 503, the areas of the three districts may be taken in future, for the purposes of the census and other statistics, to be Cuttack, 3,663; Balasore, 2,075, and Puri, 2,499 square miles. It is noted, however in paragraph 38 on page 24 that the area of the Balasore district is said to be $2\,076\frac{3}{4}$ square miles. The discrepancies pointed out in paragraph 504 are not, in the Board's opinion, of any serious consequence, and they may therefore be overlooked, the area shown in the completion reports being accepted as the correct area. The Director of Land Records is in communication with the Surveyor-General on the subject.

28. *Extension of cultivation* :—The Board agree with Mr. Maddox in the conclusion at which he arrives in paragraph 505 of his Report, viz., that the area assessed during the recent settlement operations may be safely taken, for all statistical purposes, to be the same as the cultivated area. In both cases the percentage of increase since the last settlement is over 33, while the increase of revenue is over 52 per cent. The figures given in paragraph 506 show that the margin of cultivation has been nearly reached in all the three districts, though it is wider in Balasore than in the other two. If any large extension of cultivation takes place in the Province, it will be in the Tributary States, which pay only a quit-rent fixed in perpetuity.

29. *Size of villages, holdings, and fields* :—Paragraphs 507-510 give very valuable and interesting information regarding the size of villages, etc. vide paragraph 7 of Director's Review. The Board observe as regards paragraph 509, which touches on the diminished size of holdings as evidence of their sub-division, that in the Khurda Government estate the figures for 172 villages show an opposite result, viz., an increase of average size from 1.44 to 1.58 acres (paragraph 46, page 24 of Settlement Officer's Review of Mr. Taylor's Final Report). This is, however, probably due to an extension of cultivation to the extent of an area of 26,000 acres. Even in Khurda, it was found that for every 13 complete holdings no less than 30 portions of holdings were transferred in the above villages.

30. *Rents and Revenues* :—In Chapter XXII, which is, perhaps, the most important chapter of his Report, Mr. Maddox has given full information regarding rents and revenue. As the Director of Land Records has given, in paragraphs 12 to 15 of his Review, a complete *resume* and analysis of the figures, the Board do not think it necessary to do the same. It will suffice for them to note that the "assessed area," which, as noted in paragraph 28 above, is equivalent to the "cultivated area" of the temporarily-settled portions of the Province, has increased since last settlement by 33 per cent. The incidence of rents per acre has similarly risen by 21 per cent., *i. e.*, from Re. 1-8 to Re. 1-13, and has been settled at Rs. 2-1 (an increase of 38 per cent.), and in Khurda at Re. 1-10-6, the latter figure being 2 pie per rupee less than the highest enhancement legally possible. The increase in Government revenue is 52 per cent. Its incidence is given in paragraph 34 of the Director's review as having increased from Re. 0-15-7 of last settlement to Re. 1-1-10 at this settlement. The Board agree with Mr. Maddox that, "though the assessment is more lenient than that of the last settlement, a fairer distribution of its burdens has been made" (paragraph 514).

31. *Rents of Thani and Pahi lands* :—In paragraphs 519 to 526 Mr. Maddox has entered fully into the question of the assessment of *thani* and *pahi* lands and Mr. Lyon has also dealt with the subject in paragraph 30 of his Review. The Board are of opinion that Mr. Maddox has made out his claim "that the rents finally attested represent very nearly those which were generally being paid" (paragraph 522). He points out in paragraph 540 that, "while the assessment of Puri was, at the last settlement, higher than that of Balasore, not only has there been a far greater extension of cultivation in the latter district, but rent-rates have been nearly equalised in the two. In Cuttack, on the other hand, the former assessment was much higher than in the other districts, yet rent-rates have risen during the term of settlement to a greater extent than in Puri".

We consequently find that "the enhancements made in this settlement are equal in Cuttack and Puri, and one-third more in Balasore, the difference

being chiefly in the larger amount of excess area in the last district" (*paragraph 541*). The incidence of revenue in rupees per assessed acre in the three district is Cuttack 1.35, Balasore. 90, and Puri 1.09 (*paragraph 556*).

32. *Alteration of rents* :—In *paragraph 542* of his Report the Settlement Officer has given most interesting details of the alteration of rents, the main features of which are reproduced below :—

Rents increased for excess area	...	13 per cent.
Rents reduced for loss of area	...	3 "
Rents newly assessed	...	6 "
Rents altered on other grounds	...	24 "
Rents retained unaltered	...	54 "
		100

These figures bear out the assertion made in *paragraph 522* that the new assessment of revenue is based on the rents actually paid by the raiyats.

33. *Attitude of the people* :—The Board desire to call the special attention of Government to the figures given at the end of *paragraph 542* of the Report as showing how fully the people of Orissa have acquiesced in the equity and fairness of the settlement proceedings, and have appreciated the tact and forbearance shown by the Settlement Officers. Rents were settled for no less than 1,452,500 tenants, and yet the number of appeals was only 295. In 167, or more than half, of these cases, the decisions of the Assistant Settlement Officers were upheld; they were only reversed in 48 and modified in 8, while 72 cases were remanded for re-trial. The nature and extent of the case-work under the Bengal Tenancy Act is set out in *paragraph 35* of the Director's Review.

34. *Increase of Government Revenue* :—The whole of Part B of Chapter XXII, *paragraphs 546 to 565* of the Report, should be read in original. Mr. Lyon has, in *paragraphs 33 and 34* of his Review, brought out the salient points of the interesting and important information contained therein. In *paragraph 546* (*page 380*) Mr. Maddox has explained how an increase of Government revenue of 52 per cent. has been obtained, as against the anticipated increase of 47 per cent., and how the actual percentage of the assets taken as Government revenue has been 54 per cent., against the sanctioned range of percentage between 50 and 55 per cent. In this connection it must be remembered that in his Despatch No. 20 (Revenue), dated the 3rd February 1898, the Secretary of State said :— "The permission to go above 55 per cent. is to be very sparingly used." The Board trust that Government will be satisfied with this increase, the hardship of which has been softened by *rasadi* increments in special cases (*see paragraph 559*), and will agree with them that the present moderate and equitable assessment contrasts very favourably with the results of former settlements, which are set out in *paragraphs 547 to 553*. That undue leniency has not been shown to the zamindars is, in the Board's opinion, shown by the figures given in *paragraph 557*, where it is shown that their income has been reduced on paper by more than 2.63 lakhs of rupees, but that the actual reduction is still greater, as they will have to pay 7.21 lakhs more and receive 4.41 lakhs more, thus suffering a real loss of 2.80 lakhs, or rather less than 14 per cent. But, on the other hand, they should have no difficulty in meeting their engagements, as the incomes left to them are higher by 131 per cent. in Cuttack, by 79 per cent. in Puri, and by 167 per cent. in Balasore than they were at the conclusion of the settlement of 1837 (*paragraph 559*). If any further proof were wanted of the leniency of the settlement, it is to be found in the fact stated in *paragraph 564* that, at the time of writing, only five estates are recusant out of a total number of 6,369.

35. *Expenditure* :—As, in *paragraph 36 (4)* of his Review, the Director of Land Records has gone fully into the question of expenditure, which was under his direct control, the Board have only to remark that, whereas the total cost of the survey and settlement operations in the temporarily-settled area of Orissa, excluding Khurda, is As. 14.05 per acre, it was only As. 5.4 in that Government estate. The difference is due to the existence in Khurda of maps and records, which only required to be checked and attested, and the Board consider that the figure may be taken as a guide to the cost of the revision of the settlement records after the new settlement of the Province has run for 15 years, if it be decided not

* *Vide* Director of Land Record's review, *paragraph 34*, *page 20*. The figures given on *page 21* exclude khas mahals.

to maintain the records during the whole term of the settlement by means of a patwari agency.

36. *Merits of Officers*.—It only remains for the Board to cordially and gratefully endorse the acknowledgments of the Settlement Officer and of the Director of Land Records of the services of the officers employed in the survey and settlement operations, which are set out in detail in paragraphs 364 to 374 of the Final Report and in paragraph 39 of Mr. Lyon's Review thereof. It is impossible for the Board to appreciate these services too highly. Colonel Sandeman's co-operation and assistance were invaluable to the Settlement Officers, and have been suitably acknowledged by the Director. Maddox's services are, in the Board's opinion, deserving of some special form of acknowledgment. Mr. Lyon has, with becoming modesty, omitted any mention of his own services, but Mr. Toynbee wishes to place on record his own appreciation of the energy, ability, and tact displayed by him, and of the great and loyal assistance he has given him in the discussion and disposal of all the Orissa Settlement questions which have come before the Board for disposal during the term of his tenure of office. Mr. W. C. Macpherson's connection (as Director of Land Records) with the Orissa Settlement ceased before Mr. Toynbee became a Member of the Board, but as Commissioner of Orissa as well as in the Board he had fully opportunity of appreciating the zeal, energy and ability which for nearly five years Mr. Macpherson devoted to the work of the Orissa Settlement in its earlier stages.

I have the honour to be
SIR
Your most obedient servant,
R. W. CARLYLE,
Offg. Secretary,

REVENUE DEPARTMENT.

LAND REVENUE—No. 1532T.—R

DARJEELING, THE 4TH OCTOBER 1901.

RESOLUTION.

READ—

The final Report on the Settlement of the Province of Orissa (exclusive of Khurda) by Mr. S. L. Maddox, I. C. S.

Read also—

The Director of Land Records' letter No. 1549 S., dated the 24th July 1900, to the Board of Revenue, reviewing the above report, and the Board's letter No. 1304 A., dated the 7th November 1900, submitting it to Government with their remarks.

Introductory.—The elaborate and very interesting report submitted by Mr. Maddox completes the history of the re-settlement of the Province of Orissa. It deals with the history of the Province and the races inhabiting it, its agriculture, and the material condition of the people, the fiscal history of the temporarily-settled areas under settlement, the proceedings undertaken for their resettlement, and the results of those proceedings, as they have affected both the Government and the people. The Director of Land Records rightly calls it a "veritable Encyclopaedia of the Province". So momentous an undertaking will not again be necessary.

2. *Nature of the Operations.*—The work of the Settlement Officer was one of great magnitude. The operations extended over a period of ten years from the end of 1889 to the end of 1899 and over an area of 5,000 square miles. Rents have been settled for a million and-a-half of tenants, and the Government revenue on nearly six and-a-half thousand estates.

3. *Area.*—The area of the Province amounts to over 24,000 square miles, of which about 17,000 square miles are covered by the hills in which are included the Tributary States, the district of Angul, and the Government Estate of Khurda in Puri, and 7,000 square miles by the alluvial plains lying between these hills and the plains. Mr. Maddox's report deals in detail with the survey and settlement of the plains portion of the Province, excluding the permanently-settled area and the area covered by the Chilka Lake. It appears that out of an area of 5,897 square miles, comprised in 13,589 villages, 3,903 square miles or 66 per cent. are cultivated, 544 square miles or 9 per cent. are culturable, but not cultivated and 1,450 square miles or 25 per cent. are unculturable. Out of the uncultivated area, 177 square miles or 3 per cent. of the total area have been formally reserved as grazing or cremation grounds and encroachment on these grounds has been strictly forbidden.

4. *Population.*—The population number 4,200,000, of which 4,090,000 are Hindus, while of the rest 98,000 are Muhammadans, 4,000 Christians, and 8,000 belong to other religions. In paragraph 219 of the report an interesting table is given of the various castes to which the Hindu population belongs, and from paragraph 170 it appears that 2½ millions are returned as agriculturists.

5. *Early Revenue Settlements* :—Mr. Maddox treats of the early revenue settlements of the Province, before the commencement of the British rule, in paragraphs 233 to 241 of the report. The first regular settlement of the Province was begun in A. D. 1582 by Akbar's victorious General Todar Mull, and concluded in 1591 by Raja Man Singh. The settlement of Akbar is given in the Ain-i-Abkari at 17 lakhs of rupees, and was continued till 1742, when the Mahrattas invaded the country. From 1751 Orissa became a Mahratta province under the management of Subadar. The Mahratta demands knew no limit; defaults in payment subjected the talukdar to dispossession, imprisonment and fine and when all other means failed, the Mahratta cavalry harried the country and plundered the villages. The talukdars in their turn, when pressed, retaliated on the people by levying extra-ordinary cesses. Along the sea coast and in the hilly regions on the west known as the Rajawara, the old organisation survived unaltered. This tract included the territories of some of the feudal chieftains who ruled over the barbarous races of the hills, and the lands assigned in the

settlements of 'Todar Mull and Raja Man Singh to the descendants of the Hindu kings. The Raja of Khurda had to buy peace from the Mahrattas by ceding to them some of his parganas, and many petty Rajas along the coast were reduced to the position of ordinary zamindars.

6. Such was the state of affairs when the British Commissioners in 1803 found themselves confronted with the necessity of making a settlement of revenue for the Province. In paragraphs 242 to 249 Mr. Maddox describes the history of the earlier settlements made by the British from 1803 to 1830, which, the Director of Land Records observes, "is an unfortunate record of assessment on insufficient enquiry and of the enforcement of inelastic rules for the realisation of inequitable revenues," and he shows incidentally how many an old Uriya family was ruined, and how the proprietorship of the land fell in many cases, into the hands of Bengali speculators. Between 1805 and 1820 the revenue rose fitfully from about 11 lakhs to 13½ lakhs, with but little justification for the increase in either the spread of cultivation or the circumstances of the people. From the year, 1820 to 1830 but little change appears to have been made in the revenue demand.

7. *Settlement of 1837*—The present prosperity of the province owes its origin to the great settlement of 1835-1845. Preparations for this settlement were commenced as early as 1830, and it was held to run from 1837, although the proceedings were not concluded till 1845. The procedure adopted at this settlement is fully described by Mr. Maddox in paragraphs 250 to 253 of his report. The operations cost upwards of 20 lakhs, and the result was an increase to the revenue of only Rs. 34,980. Attention is drawn to the knowledge, experience and sympathy exhibited by all the officers connected with the settlement, and particularly by Mr. Mills, Sir Henry Ricketts, and Mr. Wilkinson. The settlement was originally made for 30 years and expired in September 1867, but for two years previously the Province had suffered from the disastrous famine of the years 1865-66, and it was considered inexpedient to attempt a re-settlement until time had been allowed it for recovery. Accordingly that settlement was prolonged for another 30 years.

8. *Land Tenures*:—In Chapter XI of his report, Mr. Maddox has described the rights and liabilities of the various classes in occupation of the land, and shown how those rights have developed and changed during the nineteenth century, and how they may be affected by the present settlement and by actual or proposed alterations in the land laws. At the conquest of Orissa in 1803, the Commissioners appointed for the settlement of the Province found in possession a variety of proprietors and *quasi*-proprietors, whom the settlement Officer has enumerated and described. The rights of these very different classes were not identical, and none of them, except the zamindars and *khandaits* of the border, seem to have had before the British conquest any proprietary right.

In addition to the real zamindars who held proprietary rights under the Mahrattas and were borne on their revenue roll, the settlement of 1803 recognized many hereditary *mokuddums*, who had paid their revenue directly into the public treasury, and the holders of any considerable rent-free or quit-rent tenures, and various titles of *Chandhri*, *Kanungo* and *mcquddums* soon merged into the general proprietary titles of *Zamindar*. Under these zamindars again was recognised a class of subordinate proprietors or proprietary tenure-holders, paying their revenue through the zamindars of the estates within which their lands lay. With them may also be mentioned *lakhiraj bahaldars*, or holders of confirmed revenue-free lands, who possess a permanent right to hold their lands free of land revenue, and are independent of the zamindars of whose estates their lands originally formed a part, except in so far as they are bound under Act XI (B. C.) of 1880 to pay certain cesses through those zamindars.

The principal tenantry who held beneath the proprietors or proprietary tenure-holders mentioned above may be divided roughly into seven classes: (1) the *Tankidars*, or holders of small areas permanently assessed at a quit-rent; (2) the *Nisfi-bazyafidars*, or holders of resumed rent-free lands assessed for the term of the last settlement at half rates; (3) the *Kamil bazyafidars*, or holders of resumed rent-free lands assessed at the last settlement at full rates; (4) the *Thani*

raiylats, or resident cultivators, whose rents were fixed for the term of the settlement; (5) the *Chandina* raiylats, or holders of homestead lands, whose rents were also fixed for the term of the settlement, (6) the *Pahi* raiylats, or non-resident raiylats, who were practically, in most cases, tenants at-will; and (7) the holders of service and other jagirs who held their lands rent-free, either in consideration of services to be rendered, or as rewards for services in the past. Of these, of course far the most numerous and important are the *Thani* and *Pahi* raiylats, the resident and non-resident cultivators.

9. *The Settlement of 1837 Revenue*—The temporarily-settled areas were settled with about 8,000 proprietors in 3,571 estates, and the following table shows how the area of the temporarily-settled lands was dealt with, and how revenue was assessed on the estates comprised within them—

DISTRICT,	Total Area.	Cultivated Area.	Assessed Area.	Assets as found by Settlement Officer.	Revenue assessed by Settlement Officer.	
					Percentage of assets.	Amount.
	Acres.	Acres.	Acres.	Rs.		Rs.
Cuttack	1,174,900	697,000	621,000	11,21,000	64	7,14,100
Balasore	943,993	554,000	493,200	5,75,600	65	3,77,290
Puri	499,100	377,000	302,400	4,41,600	66	2,92,800
Total	2,617,993	1,628,000	1,416,600	21,38,200	65	13,84,190

These figures show that the incidence of revenue was Rs. 1-2-5 per assessed acre in Cuttack, As. 12-3 per acre in Balasore and As. 15-6 in Puri, or As. 15-7 for the whole Province, and that the balance of the assets left to the zamindars amounted to Rs. 4,06,900 in Cuttack, Rs. 1,93,310 in Balasore, Rs. 1,48,800 in Puri and Rs. 7,54,010 in the Province as a whole.

10. *Rents*—The following table shows how subordinate tenancies were treated at the last settlement:—

CLASS	CUTTACK				BALASORE				PURI				TOTAL			
	Area in acres.	Percentage of assessed area.	Rent.	Incidence per acre.	Area in acres.	Percentage of assessed area.	Rent.	Incidence per acre.	Area in acres.	Percentage of assessed area.	Rent.	Incidence per acre.	Area in acres.	Percentage of assessed area.	Rent.	Incidence per acre.
			Rs.	Rs. A. P.			Rs.	Rs. A. P.			Rs.	Rs. A. P.			Rs.	Rs. A. P.
Tankidars ..	500	.....	100	0 3 2	.....	.....	.....	.....	28,100	9.2	13,600	0 7 9	28,600	2.0	13,700	0 7 7
Nisfi-bazyafti ..	87,200	14.0	35,200	0 6 5	76,800	15.5	24,200	0 5 1	57,300	18.9	35,200	0 9 10	221,300	15.6	94,600	0 6 10
Kamil ..	37,700	6.0	34,000	0 14 5	37,100	7.5	28,100	0 12 1	5,800	1.9	6,700	1 2 6	80,600	5.7	68,800	0 12 5
Thani ..	133,700	21.5	3,78,700	2 13 3	107,100	21.7	1,85,000	1 11 8	96,900	32.2	2,01,600	2 1 4	337,700	23.8	7,65,300	2 4 8
Chandina ..	10,100	1.6	40,300	3 15 10	15,500	3.1	30,800	1 15 9	1,300	.4	6,900	5 4 11	26,900	1.8	78,000	2 14 4
Pahi ..	268,900	43.3	5,13,500	1 14 6	219,100	44.4	2,50,300	1 2 11	82,900	27.4	1,22,900	1 7 8	570,900	40.3	8,95,700	1 9 1
Jagir ..	22,730	3.6	.....	.....	15,230	3.0	.....	.....	6,850	2.9	.....	.....	49,910	3.3	.....	.....

From this it appears that Balasore was assessed lightly, the population being scanty, the soil poor, and the lands liable to flood and interspersed with considerable tracts of jungle. Puri, though also liable to floods, was more closely cultivated and a larger proportion of the area was held by resident tenants, for whom comparatively high rents were settled. Cuttack was then, as it is now, by far the most prosperous district, being less liable to flood, having a more fertile soil and being in a more advanced stage of civilisation. The rents of *pahi* rayats, which have always been more or less competition rents in Orissa, reflect with much accuracy the general conditions obtaining in each district, the incidence of such rents standing at Rs. 1-14-6 for Cuttack, Rs. 1-7-8 for Puri and Rs. 1-2-11 for Balasore.

11. *Changes During the Currency of the Past Settlement*:—During the 60 years of the currency of settlement of 1837, the province has developed in every direction; the population has increased by over 80 per cent., cultivation has extended by 30 per cent., communications have been largely improved, bringing an increase in the volume of trade and the prices of staple food-crops have trebled, securing largely increased profits to cultivators. This development has naturally been accompanied by an increase in the rents of the *pahi* rayats, the only class for whom rents were not fixed for the term of the settlement, and the figures given by Mr. Maddox show that the incidence of their rents advanced from Rs. 1-14-6 to Rs. 2-11-6 in Cuttack, from Rs. 1-2-11 to Rs. 1-11-1 in Balasore, and from Rs. 1-7-8 to Rs. 1-13-8 in Puri. On the other hand there has been a remarkable decrease in the area of the *thani* tenancies. These tenancies, as the holdings of resident tenants, naturally embraced all the best lands of the villages, and the customary privileges of the resident tenant included many important privileges. He had the right to take up waste land at privileged rate; he had rights of pasture and fuel; his occupancy was hereditary; his rent was fixed; and he could be disturbed only on failure to pay his rent. His rent was therefore much higher than that of the non-resident tenant. It was believed at the last settlement to be too high, notwithstanding all these advantages, but as a general rule the rents found to be actually paid were confirmed. The breakdown is attributed by Mr. Maddox to the famine years of 1835-36. The result was serious. The area under the *thani* tenure is now only 58 per cent. of what it was in 1837.

Among other changes which took place in the course of the last settlement was the multiplication of estates and of landlords, the number of estates rising from 3 571 to 6,377, and the number of individual landlords from 8,000 to 42,400. As might have been expected, the lands in the direct possession of the landlords increased proportionately, and the following figures show the increase in these lands, and in the valuation made of them, in the sixty years :—

DISTRICT.	LAST SETTLEMENT.		EXISTING.	
	Area	Valuation.	Area.	Valuation.
	Acres.	Rs.	Acres.	Rs.
Cuttack ...	42,300	75,400	85,800	2,23,200
Balasore ...	20,400	25,100	46,600	81,100
Puri ...	26,000	46,800	40,100	80,200
Total ...	88,700	1,47,300	172,500	3,84,500

12. *Present Settlement*.—The present settlement was commenced at the end of the year, 1889 and extended over a period of ten years. The essential questions connected with these operations are (1) the settlement of rents, and (2) the settlement of revenue. The proceedings undertaken for these purposes and their financial results are summarised below.

13. *Settlement of Rents.*—With regard to the important question of the settlement of rents, it appeared that the rents of very large number of tenants holding at privileged rents for the term of the settlement, had to be revised at the present settlement, while it was known that cultivation had largely extended during the same period, and that there were considerable areas in the possession of both landlords and tenants that had never been assessed to revenue or rent. In 1891, the lines were suggested on which rents were ultimately settled in Orissa for the important classes of tenants known as *pahi* and *thani* raiyats, although before they were finally adopted many experiments were made with the object of utilising the “prevailing rate” section of the Bengal Tenancy Act, in order to level up inadequate rents and to secure uniformity in the rents to be settled during the proceedings. After prolonged correspondence a set of rule was laid down, with the approval of the Government of India, for the guidance of officers in the settlement of rents. The general principles as regards *pahi* and *thani* raiyats were that the existing rents of *pahi* raiyats should, as a rule, be taken as fair and equitable, and that the rents of *thani* raiyats, if the *thani* rate was less than the village rate, should not ordinarily be enhanced by more than half the percentage of the difference between the two. The village rate was calculated on the basis of *pahi* rents, and *pahi*-rents, being competition rents, were thus accepted as the standard of the limit of enhancement.

14. *General Results of the Settlement of Rents:*—The aggregate effect of the working of the rules for the settlement of rent may be summarised in the following statement showing the enhancement of the assets effected by the Settlement Department in the course of the proceedings:—

DISTRICT.	Number of holdings.	Area.	Existing assets.	Settled assets.	Percentage of enhancement.	Incidence of settled assets per acre,		
		Acres.	Rs.	Rs.		Rs.	A.	P.
Cuttack	650,600	822,500	18,47,400	20,72,900	12	2	8	3
Balasore	370,290	692,200	9,88,800	11,51,400	16	1	10	7
Puri	204,400	373,300	5,73,700	6,43,300	12	1	11	7
Total	1,225,290	1,888,000	34,09,900	38,67,600	13	2	1	0

Of the total number of rents settled, Mr. Maddox estimates that in 54 per cent. the existing rents were retained; in 13 per cent. an enhancement was made on the ground of excess area; in 24 per cent. an enhancement was made on other grounds; while 3 per cent. were reduced for loss of area and 6 per cent. were tenancies newly assessed. The rent enhancement on the classes with which we are principally concerned is even more moderate than the table indicates. The increase on the tenants of the old *thani* holdings is only 6 per cent. The name of the *pahi* tenant now disappears from the settlement records. As a matter of fact, the *pahi* tenant of 60 years ago had ceased to be non-resident. He has settled down on his cultivation, and under the operation of the Bengal Tenancy Act, he has become an occupancy tenant with all the rights and privileges which that Act has given. Of the 1,888,000 acres in cultivation, 904,700 acres are held under this new right, and out of that great total there are only 23,100 acres held without a right of occupancy in some form or other (paragraph 512 of the report). There is no part of Bengal in which under the joint operation of law and record the protection of the tenant is more complete than it is now in Orissa. The enhancement of 13 per cent. which the table shows is in truth mainly due to an increase from Rs. 94,600 to Rs. 2,28,500 on the rentals of the class of tenants locally known as *nisfi bazyafidars*. These people, as has been before explained, were given

holdings for the term of settlement at what were supposed to be half rates. They turned out to have been really pepper-corn rents, and the rents, which have now been fixed, are not more than one rupee per acre, which is less than half the present market value of the land.

15. *Assessment of revenue* :—The Secretary of State in his Despatch No. 20 Rev., dated the 3rd February 1898, approved the proposal made by the Government of Bengal, and supported by the Government of India, that from 50 to 55 per cent. of the assets should be taken as revenue, at the same time directing that the limit of 55 per cent. should be very rarely exceeded. In the matter of the term of the settlement, the Secretary of State differed from both Governments in their recommendation of a 20-year settlement, and ordered that new settlement should be concluded for a term of 30 years. The actual percentage of the assets taken has been 54 per cent. Nearly 6,400 estates situated in 11,000 villages were assessed to revenue. The assessment was made for every individual estate by the Settlement Officer himself, and the proprietors, and the proprietors of only five estates refused to accept the assessment that has been made. The assessments have been carried out with great care and tact by Mr. Maddox, and the result has been a settlement fair to all parties, with an increased revenue that the Collectors find no difficulty in realising.

16. *Results of the settlement of revenue* :—The following statement shows the general results of the present settlement of revenue as compared with the existing state of affairs found by the Settlement Department :—

DISTRICT.	Existing assets.	EXISTING REVENUE		Settled assets.	SETTLED REVENUE	
		Percentage of existing assets.	Amount.		Percentage.	Amount.
	Rs.		Rs.	Rs.		Rs.
Cuttack	18,47,400	38	7,14,100	20,72,900	53	10,99,300
Balasore	9,88,800	38	3,77,290	11,51,400	55	6,29,073
Puri	5,73,700	51	2,92,800	6,43,300	58	3,76,700
Total	34,09,900	41	13,84,190	38,67,600	54	21,05,073

In Puri two-fifths of the revenue is paid by two estates, in which the incidence of the new assessment is 60 per cent. of the revised assets, but the effect is to reduce the proprietors' income by only 5 per cent. (paragraph 555 of the report).

The increase in revenue as shown in the above table amounts to 54 per cent. in Cuttack, 67 per cent. in Balasore and 28 per cent. in Puri, or 52 per cent. for Orissa as a whole. The incidence of the new revenue is compared with the incidence of revenue at the last settlement in the table below :—

DISTRICT.	ASSESSED AREA.		REVENUE		INCIDENCE.		
	Last settlement.	Present settlement.	Last settlement.	Present settlement.	Last settlement.	Present settlement.	
	Acres.	Acres.	Rs.	Rs.	Rs. A. P.	Rs. A. P.	
Cuttack	621,000	822,500	7,14,100	10,99,300	1 2 5	1 5 5	
Balasore	493,200	692,200	3,77,290	6,29,073	0 12 3	0 14 6	
Puri	302,400	373,300	2,92,800	3,76,700	0 15 6	1 0 2	
Total	1,416,600	1,888,000	13,84,190	21,05,073	0 15 7	1 1 10	

The result of the present settlement on the incomes of the zamindars is summarised below :—

DISTRICT.	Income before settlement.	Income after settlement.	Percentage of reduction.
	Rs.	Rs.	
Cuttack	11,33,300	9,73,600	14
Balasore	6,11,510	5,22,327	14
Puri	2,80,900	2,66,600	5
Total	20,25,710	17,62,584	13

In other words, whereas the zamindars received an income of Rs. 7,54,010 at the time of the last settlement, they will now receive an income of Rs. 17,62,584, so that while the revenue has been enhanced by 52 per cent. since the last settlement, the income of the zamindars has increased by 133 per cent. Wherever the rise in revenue has been large, the enhancement has been graduated over periods extending to ten years (paragraph 481 of report).

The following statement shows the results of the settlement of revenue upon the incomes of the proprietary tenure-holders, the class that was bound to suffer most on the occasion of the re-settlement of the revenue. The enhancements have been softened in almost all cases by *rasadi* allowances :—

DISTRICT.	Existing income.	SETTLED.			Percentage of reduction of income
		Assets.	Revenue.	Balance.	
	Rs.	Rs.	Rs.	Rs.	
Cuttack	1,01,693	2,38,902	1,62,284	76,618	25
Balasore	49,672	1,19,435	85,804	33,631	32
Puri	96,332	2,92,530	2,23,981	68,549	29
Total	2,47,697	6,50,867	4,72,069	1,78,798	28

17. There are certain points raised by Mr. Maddox on which definite orders are required from Government. Concerning the procedure to be adopted at the next settlement, it is useful to have on record Mr. Maddox's suggestions, but it is impossible to bind the Government of thirty years hence by any decision at present. As for the powers to reduce rent, mentioned in paragraph 456 there is nothing to prevent an application for such powers being made in the course of any proceedings under Chapter X of the Bengal Tenancy Act, if such be thought necessary. The following matters are being dealt with separately, the maintenance of the records, the transfer of raiyati holdings, the extension of the remaining portions of the Tenancy Act, the maintenance of the East Coast Canal, the imposition of an owner's water-rate, the management of the embankments, the recovery of rent from proprietary tenure-holders, rent and revenue instalments, inspection of grazing, land cremation grounds, *Jalpai* lands in Balasore, preparation of an abstract to the khasra. On the first and most important of all these questions a report has been made to the Government of India, and several of the other matters have been disposed of; but the Lieutenant-Government does not wait for a complete settlement of these subsidiary matters before submitting for the orders of the Government of India the results of the Settlement Officer's revision of the revenue assessment.

18. *Cost* :—The cost incurred in these proceedings is dealt with in Chapter XXV of the report. The total expenditure, with some necessary adjustments of the survey charge, amounted to Rs. 30,60,100. The total area dealt with was 4,797

square miles, excluding Khurda, the ekhrajats and killas Aul, Darpan and Madhupur. The rate per square mile aggregated Rs. 766 in Cuttack, Rs. 475 in Balasore, and Rs. 618 in Puri.

19. *Merits of Officers.*—With regard to the merits of the officers employed on the survey and settlement of Orissa, the Board record their remarks as follows :—

“It only remains for the Board to cordially and gratefully endorse the acknowledgements of the Settlement Officer and of the Director of Land Records of the services of the officers employed in the survey and settlement operations, which are set out in detail in paragraphs 364 to 374 of the Final Report, and in paragraph 39 of Mr. Lyon's Review thereof. It is impossible for the Board to appreciate these services too highly. Colonel Sandeman's co-operation and assistance were invaluable to the Settlement Officers, and have been suitably acknowledged by the Director. Mr. Maddox's services are, in the Board's opinion, deserving of some special form of acknowledgement. Mr. Lyon has, with becoming modesty, omitted any mention of his own services, but Mr. Toynbee wishes to place on record his own appreciation of the energy, ability, and tact displayed by him, and of the great and loyal assistance he has given him in the discussion and disposal of all the Orissa Settlement questions which have come before the Board for disposal during the term of his tenure of office. Mr. W. C. Macpherson's connection (as Director of Land Records) with the Orissa Settlement ceased before Mr. Toynbee became a Member of the Board, but as Commissioner of Orissa as well as in the Board he had fully opportunity of appreciating the zeal, energy and ability which for nearly five years Mr. Macpherson devoted to the work of the Orissa Settlement in its earlier stages”.

The Lieutenant-Governor agrees with the Board in their just appreciation of the services of the officers referred to in this extract. The high quality of the work performed by the officers employed in these proceedings is evident from the fact that although rents were assessed from nearly one and-a-half millions of tenants, there were only 295 appeals, and although 42,000 proprietary estates were assessed, there were only five objections. This result is honourable testimony to the great patience, judgement and ability with which Mr. Maddox discharged very prolonged and onerous duties.

The excellent assistance given by Mr. McPherson in Puri, Mr. Webster in Cuttack, and Mr. Kingsford in Balasore, has been suitably acknowledged by the Settlement Officer and the Director of Land Records. Amongst the Deputy Collectors, Mr. James Taylor is specially mentioned: his good work in the Khurda Settlement has already been acknowledged by Government.

For the good work done by them, the following officers have been promoted to the rank of Deputy Magistrate and Deputy Collector :—Babu Jogendro Narain Mitra, Babu Abhoy Prosad Das and Babu Hara Krishna Mahanti. The names of the other officers commended for good work by the Board will be communicated to the Appointment Department.

20. The proceedings are now submitted to the Government of India for confirmation under Rule 5, clause V, Chapter 16, Part III, page 118 of the Settlement Manual, 1900.

By order of the Lieutenant-Governor of Bengal.

F. A. SLACKE,
*Secretary to the Government of
Bengal.*

No. 264 T.-S., dated Darjeeling the 8th July 1900

From—P. C. Lyon, Esq., I. C. S., Director of Land Records and
Agriculture, Bengal,

To—To The Secretary to the Board of Revenue, L. P.

I HAVE the honour to forward herewith, in original, for the orders of the Board, the review written by the present Commissioner of Orissa, Mr. E. B. Harris, i.c.s., of the Final Report on the Settlement of Orissa.

2. In paragraphs 12, 13 and 14 Mr. Harris deals with the question of the imposition of an owner's rate upon canal-irrigated lands. I propose to consider the remarks made in these paragraphs when submitting the separate report which is due to Government upon this subject.

3. My own review of the Final Report is now in the Press, and will be submitted to the Board at an early date.

4. I beg that copies of the Commissioner's review may be forwarded to me for record as soon as it has been printed.

No. 351—O. S., dated Cuttack, the 3rd July 1900.

From—E. B. HARRIS, Esq., I. C. S., Commissioner of the Orissa
Division,

To—The Director of the Department of Land Records and Agriculture,
Bengal.

WITH reference to your letter No. 810S. dated the 9th April 1900, inviting remarks on Mr. Maddox's report on the Settlement of the Province of Orissa, I have the honour to make the following observations. Reports from the District Officers have not been received yet. I do not, however, defer my review on that account, as I propose to deal in this report with the general features of the Province and not with the peculiarities of any district. As a matter of fact, such peculiarities are not many in number. The District Officer's remarks will be forwarded to you after receipt.

2. The report consists of 25 chapters and of 626 paragraphs, that divide themselves under six principal Parts : Part I deals with statistical matter ; Part II with matters economical ; Part III gives an account of the early history and land-tenures of the Province ; Part IV shows the different stages of the settlement procedure, and is interesting not only on account of the different rules of procedure, but specially as a record showing how a complete set of rules was evolved for the work, which was originally started only with general instructions ; Part V sets forth the results of the settlement on areas, rents and the revenue ; Part VI gives an account of the expenditure and to make the report complete as a provincial record, an account of the revenue-free lands and of the temporarily and permanently-settled estates in the Province has been added to this portion.

Volume II of the report contains the appendices, where we are given several useful statistical statements as well as a reprint of important correspondence. Mr. Kingsford's report on Balasore and Mr. H. McPherson's report on Puri, reprinted in this volume, form a useful contribution to the literature on the Settlement of Orissa.

3. In the volumes of report under review, dealing with so many subjects bearing on points of principle as well as of detail, selection is somewhat difficult for the purposes of review, which must be necessarily brief. I propose, therefore, in this review to deal only with a few of those subjects that are generally of administrative importance, as well as with the results of the settlement, and offer a few remarks upon the manner in which the work has been done.

4. *Parts I and II—Economical and Statistical*—It will be convenient to review these parts together, as the statistical matters in the report bear a close relation to the economical condition of the country.

I shall first take notice of the magnitude of the task before the Settlement Officer. He has prepared a record-of-rights for an area aggregating five thousand square miles in the Province. The number of holdings in this area amounts to about a million and-a-half, and for every one of these his officers have ascertained the status, rents and other incidents. The Settlement Department had to settle fair rents for about a million and a quarter of the revenue-paying holdings. The plots exceed eight millions.

Creditable as it is in itself, the above account does not exhaust the amount of work done by the Department. The revenue settlement work has involved a considerable amount of labour. The statistics of the assests of 6,346 estates in the temporarily-settled area have been tabulated according to the tenancies in each estate, and a comparison has been made for each estate with the statistics of areas and assests of the different kinds of tenancies in the last settlement. The statistical and economical conditions of each estate has been reviewed by the Assistant Settlement Officers in reports the manner and matter of which have elicited the approval of the Board. Every one of the Assistant Settlement Officers' reports on revenue settlement was considered by the Covenanted Assistant in charge of the districts, and was submitted with their remarks to the Settlement Officer, who in his turn considered them carefully and submitted them to this office under the Confirmation Rules. Those estates that require the Board's orders have been submitted to the Board by Messrs. Cooke, Stevenson, Marindin, and myself. I shall notice hereafter in greater detail the result of the rent and revenue settlement work. It will suffice for the present to observe that the magnitude

of the work done, both in its comprehensiveness and multiplicity of details, demanded in the Settlement Officer the best capacity for organisation and mastery of details. The rent and revenue settlement operations have imparted to the work elements of peculiarity that are not to be found in anything like the same extent in the operations in Bihar.

5. *Extension of Cultivation*—In considering the material condition of the country, the statistics of extension of cultivation furnish some of the most useful data bearing upon this important question. Fortunately for this Province, reliable statistics of the extent of cultivated area are available for the last settlement and, so far as the temporarily settled area is concerned, there is no necessity of proceeding on uncertain grounds. In speaking of this subject in paragraph 505 of his Report, Mr. Maddox remarks upon the uncertain statistics in regard to the areas outside the temporarily-settled estates. But as the temporarily-settled estates comprise the major portion of the Province, the comparative statistics of their assessed and unassessed areas appear to give by far the most valuable index of the development of cultivation.

Taking next the figures of the settlement as given in the Appendices DA, DB, and DC, I find that in Cuttack cultivation has extended 32 per cent., in Balasore 23 per cent., and in Puri 40 per cent., and throughout the Division there has been in the aggregate an extension of about 33-1/3 per cent. The newly cultivated area exceeds five hundred thousand acres, and the variety in the percentages in the different districts is the result of a slow but steady process of selection that has for ages been in operation among the agricultural classes in Orissa. Although the growing needs of the population has given an impetus to the extension of cultivation over the waste lands of the last settlement, the selection has been regulated by the quality of the land as well as by its proximity to the populous villages. The cyclone of 1831-32 had thrown a great deal of good land out of cultivation and depopulated many prosperous villages in the seaside pragnas of the Balasore district. In discussing the economical condition of the parganas Banchas over the writers of the *ruidads* (Settlement Reports) of taluks Mobarakpur, Kaida and Arang had laid the greatest stress at the last settlement on the havoc caused by the cyclone. But in course of the last sixty years the largest extension of cultivation has absorbed much of the waste in Balasore, and in the other districts such a large percentage could not be attained only because the margin of culturable waste was comparatively narrower in the latter.

6. *Analysis of cropped areas*—Although the statistics of extension of cultivation furnish satisfactory evidence of the steady increase of the prosperity of the Province, we may push our enquiries a little further and see what varieties of principal crops are grown by the agricultural classes in the Division, as these statistics may give an insight into the material condition and the staying power of the agricultural classes in this Province.

Appendix F of the report gives crop statistics for the Division. The most remarkable point in the statistics is that out of 2 million 498 thousand acres net cropped area, only 196 thousand acres are cropped more than once; that is to say, less than 9 per cent of the area yield more crops than one.

The statistics of classes of crops are still more interesting. Only 337 acres produce wheat, 557 acres grow barley, 42,000 acres produce mandia, which is a very cheap crop, 235 thousand acres have been shown under other food-grains including pulses. I would only add here that most of this area will be found to grow *biri*, *kulthi* and similar cheap stuff: *mung*, gram and other profitable crops are very rare in the Division; even the area under *arhar* will be found to be extremely small. It is necessary to add this remark because, as a matter of fact, most part of the 235 thousand acres under other food-grains produce food-stuffs that are often cheaper than rice, and though, in times of scarcity, they afford sustenance to the people, they do not contribute largely to the people's wealth.

The area under oil-seeds amounts in the aggregate to about 12 thousand acres, and that under sugarcane is only 17 hundred acres in the three districts put together. Jute claims a small area of only 933 acres, and cotton receives hardly much better attention on the 2 thousand acres devoted to this crop.

Pan (betel leaves) is grown on only 499 acres, and *inkar* grass, which is used wholly in *pan* cultivation, occupies 71 acres. This cultivation is, under the caste rules, a monopoly of a special caste, namely, the *Barojis*, who are emigrants from the Bengal *Baruis*. It does not give any profit to the mass of the peasantry.

The above exhaust the principal special crops. Poor as is the list in itself, closer scrutiny of the statistical table shows that the above crops are grown chiefly in Cuttack and Puri districts. Balasore comes in for a very small share. To notice a prominent case, it will be seen that out of 235 thousand acres shown as growing pulses only 8 thousand belong to Balasore. The statistics show that the cultivating classes of all the districts are practically dependent upon the rice crop, and that this remark is pre-eminently true of Balasore.

Rice is the crop upon which the agricultural classes in the Province depend for their existence. Nearly two millions of acres are under winter rice, 167 thousand acres grow early rice and only 36 thousand, mostly lying in three thanas, are appropriated to spring rice.

The statistics speak for themselves and call for no comment. They show, in the absence of a second crop, how vast is the disaster if the winter rice crop seriously fails. Only 194 thousand acres or less than a tenth part of the area, are irrigated.

7. *Prices and communications*—Although the preceding analysis of the cropped area shows that the condition of the agricultural classes is not quite secure, yet there can be no doubt that, owing to improvements in communications and rise in prices of the field produce, the agriculturists as a class are now in a much better position than their ancestors of the last settlement.

At the time of the last settlement, the procedure of the country had no access to the markets outside the districts. Even in the same district there was very little trade between markets remote