CHAPTER XI

REVENUE ADMINISTRATION

History of Revenue System The present Sundargarh district comprises the ex-State of Gangpur and Bonai. So far as the history of their revenue system is concerned these ex-States have been treated separately. This narrative relates to the period ending 1948 when these ex-States lost their identity after their merger with Orissa.

GANGPUR

Gangpur was once under the suzerainty of Sambalpur, which formed a part of the dominions of the Maratha Rajas of Nagpur. It was ceded in 1803 to the British Government by the Treaty of Deogaon by Raghuji Bhonsla, Raja of Nagpur, but was restored to the Maratha Raja in 1806. It reverted under the provisional engagement Madhuji Bhonsla (Appa Sahib) in 1818 and was finally ceded to the British in 1826. In 1821, the feudal supremacy of Sambalour over Gangpur was cancelled by the British Government and a fresh Sanad was granted to the Chief. In 1827, after the permanent cession, another Sanad was granted for a period of five years, but this was allowed to run till 1875 before it was renewed. The next Sanad was granted to the Chief in 1899 and the relations of the Chief with the British Government were regulated by this Sanad. The ex-State of Gangpur was transferred from Chota Nagpur to Orissa Division in 1905 and in the same year the Sanad was re-issued to the Chief with a verbal change due to the transfer of the ex-State to Orissa and the appointment of a Political Agent to advise and assist the Chief. The Sanad was renewed again in 1936.

The preveious history of the ex-State is interesting, for though it adjoins the Chota Nagpur plateau and much of its original population seem to have come from that area in comparatively recent years, the system of village and revenue management including the terms like gaontia, etc., bear strong resemblance to the Sambalpur and Central Provinces systems. In this connection, Sir W. Hunter in his statistical account of the Chota Nagpur States writes: "Villages in Gangpur are held either on feudal tenure or on farming leases. The feudal tenures date back to the early times, when the vassals of the Chief received grants of land, in consideration of rendering military service and making certain payments in kind. The payments were gradually commuted to a quit-rent in money, but the service conditions were rigidly enforced. When the Raja went on a journey, his military-fief-holders were obliged to accompany him with their naiks or lieutenants in charge of

villages and paiks or foot soldiery. A few of them are armed with matchlocks, but the majority have only axes and bows and arrows. As the pruchasing power of money decreased, the malguzari or rent paid by the fief-holders and the heads of villages under them proved insufficient to meet the growing expenses of the Chief. Thus, demands for extra contributions arose. Neither fief-holder nor village head nor foot soldier, however, admit that there has been any enhancement of rent. This they claim to pay at the old rates and take a separate receipt for, as malguzari, while the extra contribution is paid as pancha, mangan or cess, and the two are never consolidated. The paiks or foot soldiers pay rent to naiks or village headmen at fixed rates, which average about half of those paid by tenants, who owe no service; the paiks of Gangpur belong to the Bhuiya tribe.

"All the other villages, whether belonging to the Chief's demesne lands (khalsa) or not, are held by small farmers called gaontias under a simple lease-hold tenure for a term of from three to five years, which shows no signs of becoming hereditary, and is not usually held by any of the indigenous tribes. The gaontia pays a stated annual rent, and is remunerated by the surplus collections from the tenants on account of new lands brought into cultivation and by certain bhogra or service lands held rent-free. The yearly rent is very seldom changed; but whenever the lease is renewed, the gaontia pays a bonus, which is supposed to represent the enhancement of value due to improvements or extension of cultivation within the currency of the lease. Under this system there has been little or no interference with the individual cultivators: they assist the gaontia in the cultivation of his bhogra (service) lands. The land measure, however, is based, as in Chota Nagpur proper, not on a specific superficial area, but on the amount of seed sown. On the occurrence of births, marriages, or deaths in the Raja's family, the villagers are called on for extra contributions1".

By the beginning of the present century, employment of paiks as a State militia ceased. But though the paiks were no more officially recognised and the service conditions were no longer enforced, the distinction between rent (malguzari) and cesses (panchas) was still recognised in the villages formerly granted as feudal tenures.

"In the gaonti villages besides the priest of the aboriginal deity, who ranks next to the village headman, the only other recognised official is the gorait or chaukidar (village watchman). Gaontias are ex-officio police officers; and the gorait, besides being the village messenger, is also the assistant of the gaontia in all matters connected with police or the detection of crime. Villages in the State are classified as kut and akut

^{1.} Feudatory States of Orissa by L. E. B. Cobden-Ramsay, P 184

villages. The kut villages are those where a rough estimate by the eye has been made of the cultivated lands, and are practically entirely held by gaontias: the akut villages are those in which no eye measurement has been made and the head of these villages is usually known as a ganjhu: he is usually the original clearer of the soil or a direct descendant. The superiority of the position of a ganjhu over a gaontia is shown by the fact that the former pays nothing in case of inheritance during the currency of his lease, whereas the latter has to pay regular fees for mutation. The foundation of administration rests very strongly in Gangpur on the village headman. In this State these headmen have acquired by prosperity a very strong position and are fully capable of maintaining their rights against the Chief or feudal tenure-holder under whom they hold: this is especially marked in the Nagra zamindari where many of the ganjhus have actually asserted claims to the forest in their villages and tried for years to style themselves shikmi (under) zamindars. The custom in the neighbouring States of the Sambalpur district is that a gaontia should not hold more than 20 per cent of the total cultivated land as bhogra, village service lands; in Gangpur, however, the village headmen, in many instances, owing to weak administration in the past, possess far more than this and are in consequence very wealthy and influential personages in the villages1".

The earliest record available of the past revenue administration consists of a Jamabandi prepared in 1865. The revenue is shown there as Rs. 5,200 plus a number of abwabs. This Jamabandi merely indicates the rent, cesses and abwabs, payable by each village and there are no details to show how these rent-totals were arrived at, or how the rent payable was distributed amongst the raiyats. It was only ascertained, villages were held by headmen with whom the settlement was made. In what manner these headmen recovered rents from the raiyats, what amount they had to pay, and whether they recovered rent, largely in excess of what they had to pay or not, there is nothing to show. The arangement with the headmen appears to have been made after a rough estimate of the land in the village or by mutual agreement and the headmen in their turn distributed this amount or more than it among their raiyats, the State not coming into direct contact with the latter at all. In addition to these headmen of single villages, there were also some, who, evidently holding a stronger position, had groups of villages under them. In these cases, the settlement appears to have been made with the headman of the group, who in turn, leased his villages out to other headmen who apportioned the amount payable among the raiyats. It is obvious that this system of settlement was capable

^{1.} Feudatory States of Orissa, by L. E. B. Cobden-Ramsay, P 185.

of abuse and there is very little doubt that advantage was taken of it by the headmen to enrich themselves at the cost of the raiyat. It is not quite clear, how these headmen came to get their positions, but there is little doubt that they were men of superior intellect and qualifications. They were dealing with raiyats who, in the main, were extremely ignorant and as a result there could have been little or no difficulty in collecting from the raiyats, sums far in excess of what they had to pay.

This state of affair appears to have continued up to 1874, when Kut the Ruling Chief made a nazar-kut or survey by eye estimation. It was done purely on guess-work and in a limited number of villages. Khalsa was excluded. A uniform rate was applied to all lands, the area being given in terms of seed capacity. Part of the revenue was payable in kind. The areas not covered by nazar-kut were subjected to a percentage enhancement.

The system of assessment consisted of sending out an Amin to a village to prepare a Jamabandi showing the extent of each raivats holding in khandikhunties. It was undoubtedly a great advance, but it left out of consideration of the classes of land and was unfortunately rendered very unreliable for want of supervision, with the result that the size of khandikhunti depended entirely on the Amin's discretion. As a result of this settlement, a rent of Rs. 2 per khandikhunti was fixed in all kutted villages. All miscellaenous panchas or cesses, such as, Dashara, Rahas etc. which had hitherto been in force, were abolished, only karchowl and biripatti being retained. The villages in which no kut was made apparently continued as before paying the rents and panchas, as they did in 1865. The financial result of this settlement was to raise the revenue to Rs. 15,000 in cash, plus 3780 maunds of rice and 360 maunds of Biri.

As a next step, there was another settlement in 1900. The rent of each village was settled by agreement between the then Ruling Chief the headmen. The Chief levied an allround increase of 25 per cent on kuttted villages and of 50 per cent on non-kutted villages. This raised the cash rent per khandikhunti in kutted villages to Rs. 3 Settlement and 2 annas (or Rs. 3:12), the rent of non-kutted villages being made double the amount they were paying in 1865. As a result of this increase. the land revenue became Rs. 29,327 inclusive of cesses and karchowl. and Biri to the value of Rs. 13,578. This brought the revenue to Rs. 47,700 including cesses and all abwabs.

of 1900

The first regular survey and settlement of Gangpur commenced in 1907 and was completed in 1911 under the supervision of Mr. Connolly. 1907-11 was a ten years settlement and its term was to expire in 1920-21. The

total revenue of Khalsa and Gaontiahi villages was brought to Rs. 76.904, that of Hemgir zamindari to Rs. 8,444, Nagra zamindari to Rs. 21,233, Sargipali zamindari to Rs. 3,585, Sarapgarh zamindari to Rs. 1.854 and Hatibari to Rs. 5,375. A traverse survey was done by means of plane table and sighting instruments, but not with theodolite. A cadastral survey was also done of the villages surveyed by traverse. The upland, were not assessed to rent. Only the wet lands and sugarcane fields were settled. The classification of land was made according to the local system and according to the levels of various kinds of rice land. Upon the levels depended the moisture retaining power of the soil as well as the accumulation of fertile matter. The Settlement Officer considered that little was to be gained by making a further classification and in view of the facts that the local classification was well understood by the raivats and rice was the dominant crop, this view seems to be quite sensible. The settlement resulted in nearly 100 per cent enhancement. A record of rights was for the first time prepared and this document in the latter years, governed the reveue administration of the State.

An important feature of the revenue system of Gangpur, as stated earlier, was the existence of zamindaris or the 'feudal-tenures', which will be discussed in details later. The headmen of the tribal villages in the zamindaris were known as ganjhus and the groups of ganjhu villages were under a head ganjhu. In the tribal zamindari areas, the ganjhus were probably the descendants of the original clearers of the soil. Originally, it is likely that wherever a village was founded by clearing the jungle, the person who took the initiative in the matter became the headman of the village and it was with him that the Ruling Chief came to an agreement regarding the revenue of the village. The system of leasing out villages to farmers was a latter development and was introduced mostly when the tribal settlements of Gonds and others were intruded upon by a more sophisticated class of people who found the primitive headmen easy to put aside. L. E. B. Cobden-Ramsay in his gazetteer records "the gaontias are usually Aryans, either Brahmans, Goalas, Telis or Agharias". The Settlement Officer found during the 1907-11 settlement that many villages in the Nagra and Hatibari zamindaris were of comparatively recent origin, that is, 20 or 30 years past. In view of the backwardness of the zamindaris, the system of farming out villages by ousting tribal headmen had apparently not taken place to any appreciable extent. The ganjhus were thus different from the gaontias. The succession to the post was by inheritance. The ganjhus, paid nothing in case of inheritance during the currency of a lease. It is also necessary to mention that at the 1907-11 settlement, it was found that a number of

inhabitants of the zamindaris were recorded as having been born in Ranchi district at the 1911 Census. At the 1901 Census, 19,000 Mundas were recorded in Gangpur. These facts are mentioned here to show that at the first settlement, when the development of the tribal areas where Mundas are in appreciable number was comparatively recent, no such rights as khuntkatti rights or villages of khunt kattidars were found to exist and the Settlement Officer did not record any such rights. An agitation for khuntkatti rights (mentioned in the Chota Nagpur Tenancy Act) had been set up among the Mundas, but as far as the previous history of the tract goes, there was no reason whatsoever for conceding such rights to the Mundas; and certainly such rights could not be given to them with due justice to the tribal raiyats and others who had probably been in the tract far longer than the Mundas and were as much the original clearers of the soil. If such rights were to be conceded the only reason for it would be that Mundas in another part of the country enjoyed such rights. It must be pointed out that they got these rights because they were already enjoying them and not because they were Mundas. The head ganihus seem to correspond to the pargana or dandapat officials of other areas with a number of villages under them. The head ganjhus usually held a village direct within the group and the land revenue of the group was paid through the head ganihus who probably engaged for the revenue of the entire group distributed the burden over ganihus below him.

At the 1907-11 settlement, for the first time, the rights of gaontias and raivats were recorded in the record-of-rights. It was recognised that a raivat could not be ejected except by the order of the court and then only for non-payment of rent. Rent could not be enhanced during settlement except on the ground of increase in area. Transfer by mortgages, sale etc. was not recognised and the Settlement Officer records that this was a salutary prohibition. Sub-leases with the consent of the headmen were permited but could not remain after the end of the current settlement. A portion of the holding could not be relinquished without the headman's consent except at the end of the settlement. Uplands could be converted at pleasure into rice lands but new lands could not be broken without the consent of the Ruling Chief or Zamindar which had to be obtained through the headman. New rice lands were rentfree for the first three years. Raiyats could enjoy the fruits and leaves of all self-grown trees within their villages but the right to timber of all trees, whether planted or self-sown, was with the Ruling Chief or the Zamindar; and raiyats could cut no trees without his premission. Wood and fuel from reserved area could be taken only with licences issued by the Forest Department. But fuel etc. could be taken for

personal consumption from the unreserved forests. The propagation of lac and silk-worms was subject to such terms as were agreed upon between the raiyats and the Ruling Chief or the zamindar.

The gaontia was responsible for the revenue and the cesses. He had to pay a salami to the Ruling Chief or the zamindar equivalent to one year's rent of his village once during the current settlement after 5 years from the date of the patta, and thereafter a salami for every fresh period of settlement. He had no right to partition the village or the home farm-lands or to lease out his village. With the consent of the Ruling Chief or the zamindar, he could let out waste lands. In the case of ganjhus, no salami during the period of a settlement was required and he was required to pay only a succession fee equivalent to one year's rent on being appointed to headmanship. He had the right to appoint sub-ganjhus with the permission of the Ruling Chief or the zamindar. He could not be ejected on the expiry of each settlement like the gaontia and was exempted from payment of rent in all bhogra land held by him; if the land was less than the equivalent of one-fourth of the village rental, he was entitled to a draw-back up to that limit. He could let out waste lands without consulting the Zamindar or the Ruling Chief.

Nayabadi Settlement of 1923-24 The 1907-11 settlement was made for a period of 10 years but on expiry of the period, a revision was not taken up as the economic condition of the raiyats was quite unsatisfactory. Besides this, the Ruling Chief in 1916 impo ed a pancha (special cess) of 12 annas (75 paise) for every rupee of rent on the occasion of a Brata or thread investiture and another of two annas (12 paise) per rupee of rent to defray a portion of expenditure of a wedding. A nayabadi settlement or settlement of newly cultivated lands was therefore made in 1923-24 and revision settlement was postponed.

Settlement of 1928—36

The operations of revision settlement commenced in October 1928 and were completed in 1936. In this settlement the soil unit system was applied. Villages were divided into 5 classes and the lands which were originally placed in three classes (Bahal, Berna and Mal) were now classified in six, namely, (1) Pani Bahal, (2) Bahal, (3) Pani Berna, (4) Berna, (5) Pani Mal, and (6) Mal. The only reason for this classification was that it was desired to divide the main class into a superior and inferior class. The superior class was distinguished by the prefix 'Pani' for example, Pani Bahal. In addition to this the gora or upland which had not been assessed at the previous settlements, and various other lands, like homestead lands, baris, sugar-cane lands, land in the bed of rivers, were subjected to assessment. The classification of villgages was also an innovation and probably was responsible for some of the

troubles which arose after the settlement. The main feature of the settlement was that the whole State was surveyed and all lands assessed. The result of assessing lands which were formerly held free of assessment, was a steep rise in the total assessment payable by the tribal classes particularly, as in the backward villages they held large areas of gora lands which they cultivated irregularly. This effect of the settlement was probably overlooked by the Settlement Officer and the assessment as a whole was accepted by the great majority of cultivators. On account of the agitation which broke out in the Munda trerritory, the assessment as well as the cesses had to be reduced by a considerable amount.

It is necessary to mention here certain points about the assessment of the gora or uplands as there was a suggesstion that these lands were not assessed in view of bethi and begar which was being levied on the raivats. In reporting the navabadi settlement, the Dewan wrote that there was a mistaken belief that gora lands were held free of rent for rendering bethi and begar and were not predial to the cultivation of paddy. He pointed out that throughout Chota Nagpur till recent years gora lands were considered valueless and in fact were so. The ground was stony and was of little value except for a rapidly maturing catch crop as even a few days break in rains spelt total loss. When, therefore, the rent of paddy lands was a few annas an acre, it was impracticable and not worthwhile assessing rent on gora, added to which is the fact that paddy lands were limited in extent and in demand. whereas gora was unlimited and in small demand. So the raivat was permitted to cultivate any extent of gora he wished free of rent.

The term of settlement was proposed to be ten years. The main reason given for this by the Dewan was that the minor Ruling Chief would soon attain majority and it was not desirable to tie his hands down for a long period. The Settlement Officer who was asked to give an opinion did not, as it appears, from the wording of his letter give an opinion of his own but rather agreed to the period of ten years proposed by the Dewan pointing out that the margin of profit to the agriculturists as reckoned by him was large. Not only was the calculation questionable but in giving the figure as if it must be correct to the last digit, the Settlement Officer showed that lack of understanding of the vicissitudes of agriculture and problems of the agriculturist which was a fairly common feature of settlements in the States and to some extent elsewhere. It is interesting to note that the same Dewan who proposed a period of ten years which he himself recognised as short. wrote only a few years before in reporting the nayabadi settlement. 'As I have said the immense majority of our ryots pinched by the most galling poverty, and just living from hand to mouth, have remained in a state of stupid debasement, broken by incessant misfortune, and generally abjectly submissive before their superiors¹".

The settlement records prepared in Gangpur was the khatian which contained also the rent roll or ekpadia and the khewat. No settlement records were maintained in the villages except the ekpadia. The conv of the khatian originally prepared at the settlement was not used but another copy was prepared for use in the mutation branch. In addition to this copy of the khatian a general register of mutation was maintained. From this register separate registers in the same form were prepared for each village. Additions to the village mutation register were entered in this copy of the khatian kept in the mutation office. The khatian together with the village mutation register showed the existing position. Before the last settlement the original khatian itself used to be corrected, but since the completion of the last settlement this new system of keeping a village mutation register had been introduced. The gaontia's ekpadia was also corrected where a mutation was effected. If a part of the plot was transferred, the correction was made on the village map. The gaoniia's copy of ekpadia was also corrected at the time of settlement and entries in it were checked by the Tahsildars. Mortgages were not recorded in the mutation register. There were no mutation rules, but mutation fees were prescribed by a standing order. Gaontia's sucession cases were treated as mutation cases and a succession fee was charged. In such cases, the entry in mutation register showed the change in respect of b'ogra land. The existing patta of the gaontia was corrected and a new patta was issued.

Cases of reclamation were not brought on to the mutation register. A separate register was maintained for this. This was because the State did not get any income from the newly reclaimed land until the next settlement and the gaontia appropriated the whole of the income from such new land. The ekapadia of the gaontia only was corrected.

In the case of abandonment of holding, the gaontia settled a raiyat on the land and this was usually approved by the court. In the case of re-allotment of abandoned holdings as well as on the allotment of new land the gaontia in many cases levied a salami. Though the existing record-of-rights did not authorise this, there was no specific prohibition of salami or a penalty for its recovery in the record-of-rights.

Land tenure

As stated in 1929-36 Settlement Report, there were ten tenures iⁿ Gangpur, viz, (i) Zamindari, (ii) Kharposh, (iii) Parganadar, (iv) Debottar, (v) Brahmottar, (iv) Noukaran (service tenures), (vii) Head Ganjhuani, (viii) Ganjhuari, (ix) Gaontiahi and (x) Sikmi Gaontiahi.

^{1.} Report on Land Tenures and the Revenue System of the Orissa and Chhatisgarh States, vol. III.

There were four zamindaris, viz., Nagra (524 sq. miles or 1357. Zamindari 16 sq. km.), Hemgir (392 sq. miles or 1015.28 sq. km.), Sargipali (48 sq. miles or 124.32 sq. km.), and Sarapgarh (44 sq. miles or 113.96 sq. km.). The Zamindars stood half-way between the feudatory chief and the ordinary proprietors of villages. The Zamindar was the proprietor of his estate which was impartible and non-transferable save to the nearest heir. The first son inherited the tenure, while the other sons got Kharposh.

Later, as we find in Mr. Ramadhyani's report, the village Kupsinga was declared to be a zamindari, though somewhat indirectly, being mentioned in an order of the Commissioner relating to the forest rights of Deogaon village in the following terms: "I would add that there is no question as to plaintiff's right to hold Kopsingha village as zamindar or ilagadar in permanency at a fixed rent of Rs. 25-8-0 (Rs. 25.50). There is no forest there and the Raja has no claim to any forest right in that village"*.

No sanad had been issued by the State to the zamindars and thus there was no clear definition of their rights. It would appear that the four zamindaris first mentioned were of very long standing and the zamindars at one time must have exercised, what were for all practical purposes, sovereign powers. Subsequently the rights were to some extent whittled down. The zamindars had been unwilling to accept a sanad as this would mean definition of rights and a possible curtailment. The question of forest rights arose acutely in connection with the agreement entered into by the Ruling Chief with the Bengal Nagpur Railway in 1891. It was ruled that the Zamindars of Nagra and Hemgir had permanent rights in their zamindaris and the Ruling Chief had no right to the forests or to levy a royalty on forest produce. In respect of forests as well as minerals which were the two important matters apart from land, disputes between the State and the zamindaris had rested in the decision that they were entitled to all rights over forests in their zamindaris and had rights over minerals also in the proportion of 6 annas: 10 annas ($37\frac{1}{2}$ % and $62\frac{1}{2}$ %). The latter amount went to the State. A certain amount of control was exercised by the State over the management of zamindari forests and though they had full rights, they were expected to manage the forest in accordance with the existing rules. The working plans and rules in respect of these forests were expected to be the same as the State rules. The zamindars had no control, of allotment and exploitation, and were only entitled to six annas (371) per rupee of the

^{*}Reports on Land Tenure and the Revenue System of the Orissa and Chhatisearh States, Vol. III by R. K. Ramadhyani.

income. The takoli which they paid was a nominal amount and seemed to have been fixed many years ago. The decisions in respect of takoli which of course the zamindars contended to have been fixed in perpetuity, were held that the takoli should amount to five per cent of the total income of the zamindari till the expiry of Connolly Settlement after which it was expected to be enhanced to 10 per cent, but no such enhancement took place. The Zamindar of Nagra formerly used to pay Rs. 200 as Raja Bije to the Ruling Chief when the latter used to visit the Zamindari and Rs. 500 as takoli. The visit was frequent and it was settled that the takoli should be fixed at Rs. 700. The Zamindar was given an undertaking in 1879 that the takoli would not be enhanced during the Ruling Chief's life-time, but there was no enhancement even later. The Zamindar held the estate at a fixed takoli for a considerable time. The previous history, however, shows that there was no definite undertaking that the takoli would not be revised.

At the time of succession, a zamindar had to pay a salami to the Ruling Chief equal to one year's takoli. This salami was a private salami and did not enter into State accounts.

The allotment of waste land was said to be governed by a State rule that one-third of the village area should be left as waste. In many villages in the zamindaris as well as in the State there was not much waste land left. The allotment was subject to the zamindar's and gaontia's consent and consent money was said to be taken by both. In Nagra zamindari, it was reported, royalty was charged only on the reserved species of trees. There was no specific authorisation for the levy of salami nor was there any specific prohibition. In the Khalsa area no salami was said to be charged by the State. Cases of resettlement of abandoned land were dealt with by the State courts, the transfer fee went to the zamindars but not mutation fees.

The appointment of gaontias in the zamindaris was made with the approval of the State. At the time of succession, a fee was levied and in the zamindaris this fee went to the zamindars. Succession fees were charged up to a maximum of Rs. 5 and it is not unlikely that there was a private salami as well. In the event of the death of a gaontia, and in the absence of a heir, or in the case of ejectment of a gaontia, the post as in the case of khalsa villages, was sold by auction the proceeds being appropriated by the zamindar.

Nistar cess in the zamindaris was appropriated by the zamindars. School and dispensary cesses in the Nagra zamindari were collected and spent by the Zamindar. There was an old order, according to

which the State had full control over education and dispensaries in the zamindaris. The Nistar cess was levied at the rate of 16 pies $(8\frac{1}{2}$ paise) per rupee of land revenue, though it was 2 annas (12 paise) per rupee of revenue in Nagra zamindari.

The takoli was paid by instalments which coincided with ordinary gaontia instalments.

There were Kharposh or maintenance grants such as, those held Kharposh by the minor Chief for his pocket expenses or by the Regent Ranisahiba as sindurtika etc. The younger branches of the Chief's family got kharposh and paid nothing in the first generation. The next successor paid 25 per cent, the 3rd generation paid 50 per cent, and the 4th generation paid 75 per cent. These grants were for life and afterwards they become khamar villages. There had been many changes in the khamar estate since the settlement made by Mr. Connolly. Two villages which were held by kharposhdars, and one gaontia village, became khamar. The tenure of kharposhdar of Hatibari was hereditary. He used to pay Rs. 468-8-3 (Rs. 468-52) to the State as rent.

There were three parganadars viz., (i) Raiboga, (ii) Erga, and (iii) Parganadar Daldali. The parganadar of Raiboga got 15 villages under him, the parganadar of Erga got 29 villages and the parganadar of Daldali got 3 villages.

The parganadar of Raiboga got 50 per cent of the rental of his khamar villages and 50 per cent of the land revenue of his gaontiahi villages. He enjoyed absolute forest rights like the zamindars. The other two parganadars got certain fixed cash remuneration irrespective of village assets. All these parganadars enjoyed homefarm (nijchas) lands rent-free. The villages under the parganadar of Erga paid their rents direct to the treasury and the parganadar used to get Rs. 821 as his fixed remuneration and enjoyed his nijchas lands free of rent. The parganadar of Daldali used to realise rent direct from the gaontias under him and paid to the ex-State the entire amount after deducting his remuneration of Rs. 183-1-0 (Rs. 183-06). He enjoyed nijchas lands free of rent.

There were the usual debottar and brahmottar grants and kharposh grants as well as the common service jagirs. The brahmottar grants, of course, were given in perpetuity.

There was a separate establishment for the management of debo- Debottar ttar grants which were not individual grants. There were 18 debottar villages under the Durbar and the income from the villages was credited to a separate 'Personal Deposit Account'. There was no gaontia in

these villages and the *bhogra* lands were cultivated by share croppers every year. The raiyati tenure in these villages was the same as in other raiyati villages. Apart from these villages there were lands in 53 villages held by grantees subject to absolutely no control of any description; even if the grant was not made use of for the purpose for which it was meant, it is reported, nothing was being done. In *debottar* villages no forest rights were recognished, but *salamis* for reclamation, resettlement of abandoned land were realised. There were *debottar* as well as *brahmottar* grants in the zamindaris. There were 5 *debottar* villages in Nagra zamindari, and 3 *debottar* villages in Hemgir. The *chowkidars* of *debottar* villages were appointed by the State.

Fourteen entire villages were held for rendering certain services to the ruler. The services comprised performing puja, giving a sacred thread in gold when the Chief was installed, for shaving the Chief, for worshipping the Chief's family deity, praying for the prosperity of the Chief, and supplying a bamboo from a particular bamboo clump when a Chief was installed.

Brahmottar Tenure.

There were 2 brahmottar villages in the khalsa area, 7 in Nagra zamindari and 2 in Hatibari kharposh. In brahmottar villages, the brahmottardars actually cultivated their fields and transfer of land except to a person who was a member of the same family as the holder, was not permissible. If such a transfer was made ejectment might take place. In these villages there were few sikmi raivats (under-tenants). They were paying rent and cesses to the brahmottardars from whom they had acquired the lands. They enjoyed, in other respects, rights similar to those of State raivats but in lieu of nistor cess, they got no return. The brahmottardars appropriated school cesses as well. They paid neither rent nor cesses to the State. Sukhbasis (labourers) paid rent to brahmottardars on their homestead lands. The brahmottardars enjoyed free rights in the village forest of their village. Waste land in a brahmottar village could be reclaimed without permission. The village chowkidar was appointed by the State but other village servants were appointed by the brohmottardars. The brahmottardars claimed the right to minerals in the village.

Ganjhu aai Tenure.

Village headmen in the Munda area of Gangpur were called Ganjhus. Their place was next in importance to parganadars. The ganjhus were divided into two classes namely, the khuntkatti ganjhus and thikka ganjhus. The khuntkatti ganjhus were the original clearer of villages while the thikka ganjhus were not. The khuntkkatti ganjhus who somewhat corresponded to the patels in the Maratha

country were acting more like an intermediary between the tenants and the zamindar than a lessee. He collected rents and paid them to the treasury and by way of remuneration was allowed to enjoy the whole bhogra, whatever might be its area, free of rent. If the valuation of bhogra in possession of a ganjhu was less than one-fourth of the total assessment of the village, he was allowed a draw back up to one-fourth of the total village rental. The head ganjhu get 45 per cent of his collection and handed over 55 per cent to the zamindar and enjoyed the bhogra land of his khamar village free. The bhogra land of ganjhus was not held in raiyati rights and if a ganjhu was evicted, the bhogra lands passed too to the next holder of the post. The ganjhus were allowed to make private arrangements and create co-sharers in their bhogra lands though this was not recognised by the State. The bhogra land was declared to be non-transferable and impartible, and the right of a ganjhu could not be sold or otherwise transferred. They were of course responsible for the payment of the revenue of their villages. The ganjhus had the special privilege of protected status, that is, they could not be evicted on the expiry of settlement and, in addition, if they had held more than 25 per cent of the cultivated land as bhogra and they were allowed to held it rent-free and the remuneration was correspondingly greater. Ganjhus under the record-of-rights had been given the right to appoint sikmi-gaontias (sub-lessees). The ganihus could not make this appointment of their own accord but had to approach the State. The head ganjhu had no duties to perform like the ordinary ganjhu and usually he only acted as a channael for the land revenue of the ganjhu of any village to pass through. It is said that he was expected to help the police and revenue officers in the discharge of their duties as ganjhus were expected to do. Formerly ganjhus used to be appointed by the head ganjhus, but later the head ganjhu got only a salami from his nominee who was appointed by the State. Ganjhus had the power to allot waste land with the approval of the State which was usually accorded, and to appropriate the revenue of the newly cultivated lands till the next settlement.

Mr. Connolly writes in his Settlement Report (1907-11) about the ganjhus in the following terms.

"They may broadly be divided into two groups: the ganjhus who have groups of villages and who have sub-ganjhus under them, and the ganjhus of individual villages. This latter class again consists of khuntkatti ganjhus and thica ganjhus There are eight Ganjhus of the first class, viz., (1) Ahirabandha, (2) Katepur, (3) Bisra, (4) Jaraikela, (5) Teterkela, (6) Balani, (7) Simorta and (8) Bagdega. Their origin is obscure. But it seems fairly certain that they were

relatives of the old Bhuiyan Chiefs or the Zamindar (they are all Bhuyans) and their grants were probably in the nature of feudal tenures given at a time when the country was unsettled and when their services were requisitioned to protect the territories of the Chief from invasion. Each of these men has under him a number of ganjhus, who collect rents from the royts and after deducting a certain portion hand the remainder over to him. Taking into consideration their peculiar circumstances and the fact that they have a recognised status undoubtedly superior to the other ganjhus, it was decided that they should be allowed to retain 45 per cent of the revenue thay receive and would have to hand the remainder over to the Zamindar¹".

Gaontiahi Tenure

The village headman in the khalsa area of Gangour was known as gaontia. He took a village already reclaimed or brought under certain state of development by original tenants, as a cultivator of as a means of livelihood. At first, he was a temporary leaseholder. He was required to renew his lease at every 5th year before 1900 A. D. He used to enjoy one-fourth of the rental of the whole village including bhogra. But at each renewal of his lease, he used to pay a lump sum to the Chief. This was known as nazarana. Their payments were competitive. The Agarias and Telis of Sambalpur district were bidders. The Chief betook himself to excessive enhancement of the nazarana and instead of renewing leases on a fair payment, ousted tribal lessees freely in favour of rich bidders from 1895 onward. Those tribal gaontias who were thus ousted raised the standard of rebellion under the leadership of Madri Kalo in 1898, but the rising was tactfully put down with the help of the British Government.

In the neighbouring Sambalpur district there was no ganjhu. Gaontia was treated there as a village headman. He collected tenants' payment. The proprietory right conferred on him was limited to his home-farm-land (nijchas) and as a remuneration for his services he was allowed to hold revenue-free bhogra up to a revenue value equivalent to one-fourth of raiyati rental of the village. But in Gangpur ex-State (like Bonai) the gaontia used to get as his remuneration for his services, one-fourth of the rayati rental as well as one-fourth of the assessment of bhogra land of his village. But the gaontia of Gangpur could not partition his village nor transfer it like the gaontia of Sambalpur. It was doubtful, if he could bring waste land under his own cultivation or lease it out to others on receipt of premium. It was also doubtful whether he could accept surrender of raiyati land and sanction transfer of such land among tenants taking the consent money to himself. During the progress

^{1.} Para 94 of his report

of 1929-36 settlement, about 10,000 unauthorised sales were detected. Most of them paid consent money to the gaontias which they had no right to accept. The ex-State authority levied penalty on them at the following rates and recognised the transfer.

In first class villages

Bahal	• •	Rs. 12-8-0	(Rs. 12·50)
Berna		Rs. 8-0-0	
Mal		Rs. 4-12-0	(Rs. 4·75)
Gora	* *	Rs. 1-0-0	
Barchha		Rs. 12-8-0	(Rs. 12.50)
Bari		Rs. 8-0-0	

In second class villages, the rates were half of those of the 1st class villages. For the purpose of realising transfer fees, the villages were divided into two classes only. At the rates stated above, the total demand of the unauthorised transfer fee or penalty amounted to Rs. 32,981-4-9 (Rs. 32,981.30 paise).

Sikmi gaontias (sub-lessees) were found under the ganihus and Sikmi kharposhdars only. They got remuneration according to the contract Tenure between the interested parties which was approved by the State authority. This arrangement did not affect the right of the third party. The sikmi gaontias of Suamal, Kheriakani, Anlajori, and Laikera under the kharposdars were allowed remunerations like the ordinary gaontias according to the existing practice.

There were no absolute occupancy raiyats (tenants) with the mean- Raiyats ing of the Central Provinces Tenancy Act in Gangpur ex-State. All (Tenants) the tenants were occupancy tenants and their status had been recorded in the khatian "Raiyati". Occupancy rights could not accrue in bhogra and nijchas land of the gaontia and the zamindar. If a tenant was allowed to till bhogra or nijchas land, he was a tenant at will and not an ordinary tenant of the Central Provinces Tenancy Act.

Mr. R. K. Ramadhyani who enquired during 1941-42 into the land revenue systems prevalent in the feudatory States writes on the raivati tenure as follows:

"The rights of ryots in land are at present in a somewhat confused position. The right of occupancy, which meant that so long as rent was paid the ryot was entitled to remain in possession, was recognised at settlement, but no right of transfer of any kind was conceded. At present, transfer with the permission of the State on payment of salami of 12½ per cent of the consideration money is permitted. On nazul lands, (i. e. town lands in residential area) the fee was Re. 1 ner every Rs. 10 up to Rs. 50, and at reduced rates for larger (34 Rev.-20

amounts, that is the salami is a higher percentage of the consideration money for agricultural lands than for town lands which are more valuable. In the case of agricultural lands, however, no stame duty or registration fee is shown as charged and registration is not compulsory. No mutation fee is charged in either case. Mutation fee (minimum Re. 1, maximum Rs. 5) is charged on gift or exchange but not salami. Succession fee for inheritance has been abolished recently. Leases and mortgages also seem to be permitted. There are no definite rules but occasional orders have been issued by the Dewan regarding rights of transfer. Aboriginals may transfer, according to these orders, to only aboriginals and no persons outside the State can acquire land without permission of the State. Land is not permitted to be sold either for arrears of revenue or for private debts and only eviction can take place. This is an anomalous position considering that sale of land is permitted. The ganjhus or gaontias usually apply for eviction in the event of arrears. It appears that very few evictions have actually been effected. For the execution of civil court decrees, land is not sold but instalments are granted and recovered by attachment of moveable property, standing crops, etc.

Other rights in land seem to extend to improvement by digging of a well, but for the excavation of a tank permission is necessary. In trees on holdings there are no rights except that fruits and leaves may be appropriated. A small area of land (.20) is allowed free as homestead and the rest is included in the assessed lands of a ryot. Bethi and begar do not seem to be levied these days. There is no distinction between resident and non-resident ryots.

The acquisition of land is not governed by any laws or rules. The only case I could see was not treated as a revenue case. The compensation levied and paid depends upon whether the lands are in a tenure village or in a khalsa village. If it is in a tenure village 15 times the rent plus 15 per cent extra is taken as the capitalised value payable to the tenure-holder; of this three-fourth goes to the tenure-holder and one-fourth to the gaontia or ganjhu. The cultivators get 10 times the rent plus 15 per cent. Analogous procedure is probably followed if a head ganjhu is involved but no case seems to have occurred. There is no rule for the disposal of the land formed by alluvion and the rent is not increased for the additional area till the next settlement. If there is diluvion or deterioration of land, reduction may be given if the case justifies it.¹²

^{1.} Report on Land Tenures and the Revenue system of the Orissa and Chhatisgarh States—Vol. III by R. K. Ramadhyani—pp 88-89.

Tenants holding land of others are called Sikmi raivats or undertenants. They were few in number. Generally they were tenants at will. Up to 0.20 acre gharbari plot of tenants had not been assessed to rent. But a tenant holding over 0.20 acre had been assessed at gharbari rate to the full. They were recorded as sikmi raivats and given parchas at the 1907-11 settlement in view of their long possession of the land. They continued as such at the 1929-36 settlement also. The rent paid by these sikmi raiyats had been recorded at settlements and was the same as the assessment of ordinary raivats.

There was another class of tenants who were described as village service tenants. They included all kinds of village servants such as Chowkidar, Kalo, Nariha, Bhandari and others. There were mentions of Chowkidar Jagir, Kalo Jagir, Nariha Jagir, etc. Their holdings were free from rent.

The Sukhbasis enjoyed gharbari up to 0.20 acre free of rent. If the Sukhbasis area was over 0.20 acre, they were assessed to the full like any other (Labourers) tenants. They did not pay school and dispensary cesses. But they had to pay the Rojagari cess which had not been noted in their parchas as they were revised every year. The Rojagari cess is noted below against each class of Rojagari men:

Washerman	 Re.0-12-0	(Re. 0.75)
Potter	 Re.0-8-0	(Re. 0.50)
Keut	 Re.0-4-0	(Re. 0.25)
Blacksmith (for repairing)	 Re.1-4-0	(Re. 1.25)
Blacksmith (for melting iron)	 Rs.2-8-0	(Rs. 2.50)
Goldsmith	 Re.1-4-0	(Re. 1.25)
Brazier	 Re.1-4-0	(Re. 1·25)
Confectioner	 Rs.3-0-0	
Thuria (mahajan)	 Rs.1-0-0	
Sukhbasi (daily labourer)	 Re.0-2-0	(Re. 0·12)
Chamar	 Re.0-3-0	(Re. 0.19)

There were few Chandana tenants. These had been assessed at Chandana Rs.6-4-0 (Rs.6.25) per acre or 1 anna (Re.0.06) per decimal. They got no concession of rent for gharbari land like other tenants up to 0.20 acre and below. In assessing rent upon them the Settlement Officer at the 1929-36 settlement followed the instructions contained in the Survey and Settlement Manual of the Board of Revenue, Bihar and Orissa, quoted below: which are

"Fair and equitable rents cannot be settled under the Bengal Tenancy Act for homestead lands, house-sites or shops, when the occupier is not recognised by the Tenancy Act (Section 4 of the Act). In such cases if if the occupier holds directly under the Government the rent is liable to enhancement and it is decided that the rent settlement should be done by the Settlement Department, an offer of resettlement at a fair rent should be made and if it is accepted kabuliyats and leases should be exchanged. If it is not accepted and the lessee is liable to ejectment, the Collector should be moved to issue a notice on the tenant to vacate the premises or remove his house etc, as the case may be and if the notice is not obeyed, necessary action should be taken through the Civil Court. Ordinarily, however, this work is left to the Collector. When an intermediate landlord occurs between Government and the lessee a fair and equitable rent may be assumed for the purpose of the calculation of assets, leaving it to the parties to come to terms regarding a new rent, if they have not already done so¹".

Chandana lands are generally gora lands on which the house of shop-keepers had been built with an orchard attached to it.

Rent Settlement The ex-State was divided into three groups for purposes of assessment, viz., (1) Hatibari, (ii) Nagra, and (iii) Khalsa, Hemgir, Sargipali, and Sarapgarh forming one group. These groups were again sub-divided into five classes of villages. The villages of each class were fairly homogenous in respect of their geographical position, trade facilities, soil, rainfall and condition of tenants. At the 1929—36 settlement, rents were assessed at a uniform rate throughout the ex-State except Nagra Zamindari and Hatibari kharposh. The rates of each group are given below:

Kind of soil	Rate in khalsa, Hemgir, Sargipali, Sarapgarh	Rate in Nagra	Rate in Hatibari
	Ŕs.	Rs.	Rs.
Bahal	 1-4-0 or	1-2-0 or	0-15-8
	1-25	1.12	0.97
Berna	 1-0-0	0-14-0 or	0-11-8
		0.87	0.72
Mal	 0-12-0 or	0-9 - 0 or	0-7-8
	0.75	0.56	0•47
Barchha	 1-0-0	0-14-0 or	0-11-8
		0.87	0.72

Land Revenue The ex-State and zamindars did not receive all the rent paid by raiyats, a proportion being retained by the gaontias or other subordinate tenure-holders as their commission. There were a few villages dedicated to temples or deities (Debottar), gifted to Brahmins (Brahmottar),

^{1.} Para 392

given for the maintenance of the members of the Raj-family (Kharposh), and in service tenure (Naukarn). The holders appropriated the entire rent. In khamar villages held direct, the ex-State or the landlords received the entire rent paid by the raiyats.

Land revenue was recovered in two instalments on the 15th December and the 15th February every year. The land revenue fixed at the 1929—36 Settlement was as follows:

(i) In Khalsa

Land revenue demand previously	1,10,257—15—7
	or
	1,10,257.97 paise
Land revenue demand at the 1929—36	1,49,861—8—3 or
settlement	1,49,861. 52 paise

(ii) In Zamindaris

(excluding takoli paid by the zamindars not revised)

`	_		,
Name of		Land revenue	Land revenue demand at
Zamindari		demand	1929—36 settlement
Zammaan			1727-30 Settlement
		previously	
		(Rs.)	(Rs.)
			` /
Hemgir		11,371	18,786—5—6 or 18,786·34
Sargipali		4,691	6,962—2—6 or 6,962·16
~ -	• •	,	
Sarapgarh		1,855	2,583 – 7—6 or 2,583·47
Nagra		27,116	38,538—15—9 or 38,538·98
Magia	• •	27,110	
Hat iba	r i	5,889	8,956—2—0 or 8,956·12
(Kharposh).			
(Kharposh).		5,889	8,950—2—0 or 8,950·12

The cause of increase was attributed to (i) assessment of gora, kuda and gharbari lands hitherto unassessed, (ii) assessment of wet land since nayabadi settlement and (iii) increase in rates of rent of old wet land which were between 12 to 16 per cent.

Regarding recovery of land revenue Mr. R. K. Ramadhyani reports "No interest seems to be levied by the ganjhus or gaontias from the defaulters. Formerly interest used to be charged.

For recovery of arrears the State proceeds first against the gaontia. His moveable property is attached; I saw a case in which his house had been attached; the ryoti lands are not attached. If recovery is not effected by a attachment of moveables, the gaontia is ultimately evicted and the vacancy put to auction. Out of the auction proceeds, the arrears are first credited and the rest is credited as salami. Similar action is taken against head ganjhus.

Zamindars can proceed against gaontias by civil suit for realisation of arrears or apply to the Revenue court for eviction. Gaontias similarly can either proceed against ryots in the civil court for recovery of the arrears or for eviction; the holding is not saleable. About 200

cases are started against the headmen on an average. The number of cases started by headmen against ryots shows a sharp increase after the settlement in 1936-37. Collection is on the whole not quite satisfactory in spite of the goantia system and arrears in several years during the decade have been heavy¹".

Cesses

In addition to the rent, tenants had to pay school, dispensary and nistar cesses. The nistar cess was really a forest commutation rent. The school and dispensary cesses were levied at 2 annas (12 paise) per rupee of rent. Nistar cess in the zamindaris was appropriated by the zamindars. School and dispensary cesses in the Nagra zamindari were collected and spent by the Zamindar. There was an old order also according to which the State had full control over the education and the dispensaries in the zamindaris. The nistar cess was levied at the same rate all over the ex-State namely, 16 pies (8½ paise) per rupee of land revenue though it was 2 annas (12 paise) per rupee in the Nagra zamindari. School and dispensary cesses also were levied at a uniform rate of 2 annas (12 paise) per rupee of revenue.

At 1929-36 settlement, total demand of cesses was as follows:

 School Cess
 ... Rs. 40,902—2—0

 Dispensary Cess
 ... Rs. 24,536—4—9

 Nistar Cess
 ... Rs. 30,170—6—3

Total .. Rs. 95,608—13—0 or 95,108.81

After the introduction of the Orissa Cess Act, 1962 all types of cesses (except nistar cess) have been consolidated and levied yearly at the rate of 25 per centum of the annual value of the land. But the nistar cess is being collected as usual.

BONAI

Bonai was ceded to the British Government in 1803 by the treaty of Deogaon by Raghuji Bhonsla, to whom it was restored by a special engagement in 1806. It reverted to the British Government under the provisional agreement concluded with Madhuji Bhonsla (Appa Sahib) in 1818, and was finally ceded by the treaty of 1826. The State was ordinarily administered, subject to certain restrictions by the Raja who was required to pay a yearly tribute of Rs. 500 and a nazarana on succession and to render military service in time of war. Till 1905, it was under the control of the Commissioner of Chota Nagpur and then it was included in the group of Orissa Feudatory States.

¹. Report on Land Tenures and the Revenue system of the Orissa and Chhatisgarh States. Vol. III by R. K. Ramadhyani.

The earliest authenticated record pertaining to the condition of the State was a report to Government from Colonel Onselev who visited it in 1840. He found the area in a very backward condition and over-run by marauding bands of Thakurs from the neighbouring States of Bamra and Gangpur. After the cessation of these incursions, there arose internal feuds between the Chiefs of Bonai and their fiefholders, the Sawant (the only Zamindar in the State) and the two Gond Jagirdars: Dandapat and Mahapatra. While touring in the State in 1864, Colonel Dalton found 83 deserted villages and the remaining villages were hamlets. Three years later, he again came to the State to prevent plunder and bloodshed that were due to a quarrel between partisans of the Chief and the Gonds. Another lengthy feud between the Chief and the Sawant, which began in 1871 and was responsible for depopulation of most of the villages of the latter, was brought to a satisfactory end by Mr. Hewitt, in 1879. Both parties frequently took resort to harsh measures and in spite of arbitration and stringent orders of the Commissioner, they did not come to terms till 1889. Raja Dayanidhi Indra Deo, who ascended the gadi in early seventies, was mainly responsible for the decline of the influence of the Sawant and the Gond Jagirdars; and it was owing to his enterprise that a large portion of cultivated areas was in the hands of immigrants from Ranchi and Singhbhum districts. The Chief encouraged them to come into his State and occupy jungle areas on extremely easy terms. Rents were very low and even then the Chiefs were forced to make concessions to keep their people attached to land and to prevent their emigration to Bamra and Gangpur.

The State was for the most part hilly and densely wooded, and the population was scanty. Considerable portions of land were occupied by the tribes, among whom Bhuiyans, Gonds, Mundas and Hos were prominent. The Bhuiyans for the most part did not practise settled cultivation and were addicted to shifting cultivation. There were neither extensive cultivation in the past nor even a large number of settled villages. Mr. Cobden-Ramsay in his Gazetteer records: "Land is plentiful and whole village communities frequently abandon their holdings for new sites and in consequence the individual is careless of his rights in the land. The advent of railway through Gangpur is however changing this state of affairs, and under the security of administration there has been a noticeable improvement and development of the larger villages, especially in the valley of the Barhmani¹".

The land revenue demand in 1907-08 was Rs. 9,534. The assessment was very light and the demand regularly and easily collected.

^{1.} Feudatory States of Orissa, p. 154

Settlement of 1880

A summary settlement undertaken under the orders of the Commissioner, Mr. Hewitt, is supposed to have been completed in 1880. This settlement, apart from being summary was extremely restricted in scope and only a small area of wet lands was assessed. Zamindaris were not surveyed. Mr. Hewitt made an assessment of Rs. 11,860 including the value of payments in kind. Measurements at this settlement seemed to have been done partly by eye-estimation and partly by means of a pole of 7½ inches in length. No reliable records appear to have been prepared. At this settlement, there is a note (dated 6th January, 1880) by the Commissioner, Mr. Hewitt, about the uplands and garden lands: " It is admitted that by local custom no rent was paid for uplands or garden lands**". This was not linked up with the custom of bethi-begari, and apparently rent does not appear to have been linked formerly with bethi-begari. It appears that this link was first established by Mr. Hewitt following the Singhbhum practice, for he writes: "There still remained the question of bethi-begari to be settled and this was postponed till the matter had been discussed between the Raia and the gaontias. They accordingly came to me again this afternoon in a body and asked me to determine what reduction in rents should he allowed for the retention of bethi-begari. As in Singhbhum it is customary to commute bethi-begari at the rate of 8 per cent, I consider that Rs. 8 in hundred should be allowed as a reduction in the land revenue from the full rates now charged and accordingly it was laid down that in consideration of a reduction of that amount the Gaomias and royts should give the customary bethi-begari for the repair and maintenance of the Raja's house and for all work required to be done in Bonai**". That this conception was new is shown by the fact that at first the gaontias continued to levy full rates from the raiyats. In 1883, however, the raiyats of six villages applied to Mr. Hewitt complaining that though a reduction was made in the gaontia's rent on account of bethi-begari, it had not been passed on to the raiyats. On this petition, orders were passed that a reduction in the raiyati should be made.

Settlement of 1910 -13

The first regular survey and settlement was taken up in 1910 and completed in 1913, but the settlement excluded areas occupied by the Bhuiyans, these being not subjected to survey. Only the villages in the valleys of the Brahmani (i. e., the wet lands) were surveyed by traverse and cadastral survey but the traverse was a plane table and sight vane survey was similar to one adopted in most of the Orissa States. Only 272 villages were cadastrally surveyed and the remaining 157 villages were summarily settled. The waste lands do not appear to have been properly surveyed even in the valley of the Brahmani.

^{*}Report on Land Tenures and the Revenue System of the Orissa and Chhatisgarh States, Vol. III.

^{**}Ibbid

In the hill country regular survey was attempted in a few villages which showed sufficient development and some of them were summarily settled. This settlement was for a period of 10 years. The Bhuiyan areas seem to have been assessed to a plough tax of Re. 1 per plough in former years and this apparently was continued in the villages which were not subjected to regular survey and settlement but was abolished where settlement was done. At the time of 1910-13 settlement, a number of payments in kind were commuted to cash rental. At this settlement there was an enhancement of 102 per cent of rent and the net rental of Rs. 24,000 in round figures was fixed. The term of this settlement expired in 1923 but the period was extended by another 10 years. It is extremely important to note here that at this settlement there was no suggestion of any reduction in the rent on account of bethi-begari. The Settlement Officer, Mr. W. G. Kelly, here assumed that the uplands and homesteads were held free of rent in lieu of bethi-begari (which is dealt with separately). The reduction of rent ordered by Mr. Hewitt does not appear to have been given effect at all for it was found that the raiyats were paying at Mr. Hewitt's original rates (Rs. 2 for Bahal Re. 1-8-0 or Re. 1-50 paise for Berna, Re. 1-0-0 for Mal) for their old lands. At the 1910-13 settlement, it was indeed found necessary to reduce the rate and apply new rates apparently on account of defective measurement and under-estimation of area at the previous settlement, but there was no suggestion that the rate was either low or was reduced on account of bethi-begari. In fact, the Settlement Officer points out that except in the valley of the Brahmani no enhancement could be expected after 10 years and in that valley he had suggested that fair enhancement could be made only after taking all factors into consideration.

As stated in the 1910-13 Settlement Report, land tenures were Land few and the law governing them was simple. They were of three classes: Tenures (i) Tenures with limited proprietory rights; the zamindari, Gond Jagirs and revenue-free holdings, (ii) Tenures appertaining to office, the Gaontiahi or tenure of village headman, and holdings of village and other servants, (iii) Tenures with rights of occupancy; the raiyati holdings.

The Sawant (or Saont), the recognised head of the Bhuiyans, was Zamindari the only zamindar. He had a small zamindari in the south of the State on the east bank of the Brahmani consisting of 27 villages which he held on a hereditary feudal tenure. He paid a nominal tribute of Rs. 40 to the Chief (as fixed at the settlement). Over and above the tribute, he was liable with his Bhuiyans to render military aid when required. Half the proceeds from the sale of timber in his forests was also payable to the Chief. Excise was under State control. Owing

to frequent disturbances, the zamindari was in a backward condition and assessment at the 1910 -13 settlement had to be made at very low rates. From land revenue and fuel tax, the income of the Sawant was Rs. 1500 per annum. The school cess levied in the zamindari amounting to Rs. 97 was to be paid to the State by the Sawant who used to collect it from his tenants. The Sawant appointed the headmen in his villages. The headmen could be removed only by the State, but the State usually did not proceed against them except at the instance of the Zamindar. The recognised village headman could require an agent under him if he was not capable of discharging his duties himself and the State appointed the agent on the nomination of the gaontia, but the gaontia had no right to remove the agent on his own initiative. In the event of appointment of an agent, the bhogra land was divided equally between the gaontia and the mukadam. Eighty per cent of the rent was taken as salami on the appointment of a new gaontia who was not the heir of the previous gaontia. The salami seemed to go entirely to the zamindar. In case of appointment on account of inheritance, the salami fixed by the State was said to be handed over to the zamindar. The State levied a mutation fee amounting to Rs. 5 for issue of a patta.

The royalty on trees on waste lands was divided equally between the zamindar and the State and for the reclamation of waste land the zamindar's consent as well as permission of the State was necessary. The gaontia also seemed to allot land for reclamation independently of the zamindar and the State, and used to get salami without the knowledge of the zamindar. The zamindar is said to recognise the reclamation and it is possible that recognition might be withheld until a salami was paid. Newly reclaimed lands were assessed after 3 years and the assessment seemed to be made by the gaontia by agreement with the tenant and probably in consultation with a few people of the village. The rights and the liabilities of the cultivators in the zamindari seemed to be the same as in the khalsa area.

The forests in the zamindari were subject to the ordinary rules regarding State forest, and the zamindar had no reserved forests of his own.

Bethi was taken for cultivation of zamindari land (only food was given), free bethi was taken for zamindari roads and for the State roads on payment of Rs. 2 per mile (1.60 km.). It was obligatory for the gaontia to give free rasad to officers-on-tour and luggage was to be carried free. Paddy for State elephants (hati-dhan) was sold at concessional rate. The zamindar seemed to levy a dashara tika of a goat given either free or for a nominal price.

Besides the Sawant, there were two Gond Jagirdars (military-fief-Gond Jagirs holders), namely Dandapat and Mahapatra, each holding thirteen villages. These people were Gonds and first entered the State with their followers, it is said, as wrestlers and sword-players and were given the jagirs when installed as a police force. In addition to rendering police service, half of the net land revenue of their village was to be paid to the Chief. Owing to their refusing to supply the necessary police force, a tax at three annas (0·19) in each rupee of the land revenue was imposed upon them and their raiyats. At the 1910-13 settlement, this tax had been abolished and the jagirdars held the fiefs on the following terms.

- (i) To render military aid to the Chief when required and to accompany him on journeys when ordered to do so.
- (ii) To pay half the net land revnue and the entire school cess imposed in the jagirs.
- (iii) To pay half of the proceeds from the sale of timber in their forests, taxes on artisans, and grazing dues.

The jagirs were hereditary and in addition to retaining half of the land revenue of their areas, each jagirdar held a certain amount of land rent-free in accordance with a compromise effected between them and the Chief by the Commissioner Mr. Grimley in 1889. This lands assessed at the rates of the rent sanctioned for the jagir were valued at Rs. 97 in the case of the Dandapat and Rs. 70 in case of the Mahapatra. No fuel tax was imposed in these areas and the raiyats paid at lower rates of rent than those fixed for the neighbouring khalsa villages (That is, the villages under direct control of the Chief). Jagirdars kept portions of forests in the jagirs reserved.

In the jogirs also the jagirdars had the right to nominate the gaontia who was appointed by the State. The State levied mutation fees and issued the patta. The jagirdar did not appear to levy any salami. The jagirdar could report about a gaontia to the State for removal. When a gaontia defaulted, the jagirdar usually issued a notice of demand on him and he could file a civil suit for arrears. If a gaontia made default for 3 years continuously, he was usually removed. The jagirdar had no power to attach the property of any gaontia or villager. All the jagir villages did not have gaontias and in some villages recovery was effected direct by the jagirdar, but in those villages for which there was no separate gaontia, no patta was issued in the name of the jagirdar as gaontia. The jagirdar had the power to allot land for reclamation. Assessment of reclaimed land was made

after 3 years according to the seed capacity. In the *jagir* villages of the Dandapat, there were no grazing fees. School cess was paid in fac to the State.

Revenue-free Holdings.

The revenue-free holdings included maintenance (Kharposh) grants. Brahmottar, Debottar and Anugrahi grants as well as various kinds of jagirs. There were some whole villages held as debottar grants. There was a committee of officials and non-officials to look after the management of some of these grants. There was no Debottar Department. There were Brahmottar grants which also comprised some of the whole villages and individual holdings. The Brahmins were not liable to bethi and other impositions. The jagir grants seemed to be similar to those in other States and were held subject to the condition of service. There were a number of paik holdings, jagirs assessed to a concessional rent; and they were excepted to attend at the palace for various kinds of menial services and guard duties as well as carriage of dak. Only one paik had entirely rent-free lands. A total area of nearly 10,000 acres with a revenue of about Rs. 10,000 was held rent-free apart from zamindari. and village service grants. No rules existed for governing these grants. The Chief personally held certain lands as khamarchas. There were five villages without gaontias (probaly removed) which the Chief had made in to 'Tikait Fund' villages. The revenue of these villages had been struck off from the land revenue demand register and payment was made direct to the Chief. This seemed nothing more than appropriation of the revenue of the villages by the Chief without the sum being shown in the budget. At the 1913 settlement, a school and fuel cess had been imposed on all the lands included in these tenures.

Gaontiahi Tenure The Gaontiahi tenure appertaining to the office of the village headman was next to that of the raiyats, the most important in the State. Gaontias were appointed by the persons under whom they held the tenure and were responsible to them for the punctual annual payment of rents and cesses in two instalments. They were also morally responsible for the development of their villages and for the general welfere and conduct of the raiyats. They were allowed 12½ per cent of the gross rental as collection charges. To ensure their taking an interest in the extension of cultivation they were permitted, during the period of settlement, to assess newly prepared rice lands after the third year of their existence with rents at half the village rates and to collect and retain such rents till a fresh settlement was made by the State.

With the office of gaontia, go the bhogra or home farm lands of the village. These were assessed to rent and if such rental was below the $12\frac{1}{2}$ per cent allowed for collections, the gaontia was given a rebate

in cash. If it was in excess he had to pay the difference but such payment did not give him any right of occupancy over the bhogra lands or any portion of them.

The gaontias were appointed for the period of settlement after which their appointment was open to revision and there were no here. ditary rights of succession to the office. But in practice, a gaontia who had during the period of a settlement observed the terms of the lease he held, was reappointed for the ensuing period of settlement. The son of a gaontia, if fit and agreeable to take over the village, was usually appointed to succeed his father and if a minor, he was eligible under suitable guardianship.

Co-sharers with headmen, unless appointed jointly with them were not recognised by the State as having any right to the office. Private partitions of the bhogra lands among the members of a family were permitted, and in such cases the co-sharers could enforce in State courts their right to a share in home-farm lands. But in the event of the appointment of a new gaontia the bhogra lands were made over to him free of all encumbrances.

During Dasahara they had to offer goats to the ruler who the carcases retaining the head only. Paus purnima they had to supply a goat for 8 annas (Re. 0.50). They were also required to sell fowls for a nominal price.

In Bonai State the distinction between Thani and Pahi did not seem Kaiyani Tenure to be known. Raiyats held directly from the proprietor of the village and not under the gaontia though the gaontia had the power to dispose of abandoned holdings and wastelands with certain restrictions All raivati holdings were of one class (namely, occupancy holdings) and no fixed period of possession was necessary to give them this status. In the case of abandoned holdings, permission from the gaontia to enter upon and pay the first instalment of rent; and in case of waste lands. sanction from the same source to break up, give the raiyat rights of occupancy. He was only liable to be ejected on non-payment of the settled rents or in the event of his alienating by sale, gift, or mortgage, the whole or any portion of his holdings, but an ejectment could not be effected except by order of the State courts.

Mr. R. K. Ramadhyani after conducting an enquiry into the system of revenue and land tenures in the feudatory States reported the position then prevalent in Bonai according to which land was allotted to a cultivator free of any consent money (this was not certain though and had little value in most parts of the State) and after

5 years (3 years in zamindari) he became liable to pay rent. It was not unlikely that the *gaontia* himself allotted waste land in the viliage for new cultivation. In such cases, the *gaontia* used to take a *salami* and fix the rent. The rents fixed were often quite arbitrary. The rent of the cultivator was not enhanced during the currency of the settlement.

The sale of holdings was permitted with the sanction of the State. A salami, as such, was not levied on that occasion, but four times the annual rent or 25 per cent of consideration money whichever was higher was levied as mutation fee and if the vendee was a resident outside the State, the fee was six times the rent. The gaontia seemed to have a say in the matter. A person belonging to a scheduled caste had to sell only to a person of a scheduled caste except with the permission of the Ruler. The cultivator could lease his land and mortgage it, but there was no definite rule about this. The only document which cites the rights of a cutitvator is the Settlement Report of 1913 which, however, says (as stated earlier) that a raiyat may be ejected "in the event of alienating his land by sale, gift or mortgage". Permission was necessary for a mortgage, but no case came up which presumably means that the rule was not observed.

Homestead lands as well as baris were not subject to any assessment, but in lieu of bethi assessment of these lands was made. The raiyats seemed to have a right to enjoy fruits of trees on waste lands. They had no rights over trees of reserved species even on their own holdings.

Bethi (Free labour)

Under bethi, a system of free labour, the raivat was bound to assist in cultivating the lands in actual possession of his proprietor and the bhogra lands of the gaontia, to help in the construction and repairs of the village roads and the buildings of his landlord, and to carry the luggages of the Chief or officers on tour. In lieu of full wages for this, he used to occupy uplands and homestead land free of ren tand was given his food or its value in cash. In a place like Boani where professional labourers were scarce bethi was deemed essential and there was little apprehension that the proprietors and gaontias would abuse their power, for the raiyat was much too necessary a person in the State to be bullied into doing more work than what was customary. In practice, only the lesser proprietors and gaontias of more advanced villages demanded agricultural labour and this was fixed at one plough and one sickle per raiyat to be supplied during the season, to each of these persons for the spell of half a day. Labour for transport, except along the main road to Panposh, was seldom demanded and as far as the State was concerned, it got little compensation for the revenue loss from extensive areas under upland crops.

Bethi continued till the State was merged with Orissa. As Mr. Ramadhyani put it, " Bethi has actually been decreed recently to the Rajguru by the civil court. Cultivation of zamindars' lands on bethi coutinues, but food is said to be given. All the bethi is not free and in the case of roads and forest small payments seem to be made. ""

(paddy for State elephants) was being recovered concessional rates. Straw and firewood were also supplied at concessional rates to the palace.

The Naikali and the Paikali holdings were assessed at lower rates Naikali and of rent on condition that tenants would keep watch for a fixed number paikali of nights over the residence of the Chief and his outlying granaries.

holdings

Servants

Village servants in Bonai comprised the chowkidar or jhankar, kalo Village (priest), nariha (waterman), kumbhar (potter) and the kamar (blacksmith) All of them enjoyed small holdings free of rent for their obligatory services. For a chowkidar, the average size of the holding was three acres and for others it varied from 1½ to 2 acres. These servants were under the general control of the headman, but sanction of the State was necessary for a new appointment. The chowkidar throughout the State was appointed by the State but in the jagir and other villages the nominee of the jagirdar or zamindar was appointed. The kalo and others did not seem to render any useful service except menial service to officers and others on tour. In most villages the villagers by custom seemed to make a payment to the *chowkidar* in kind in addition to his *jagir*.

There were no under-raiyats or sub-lessees who had been recognissd Sub-leases as having permanent rights. For the period of settlement, the gaontias, the raiyats and the village servants were permitted by 1913 settlement to sub-let portions of their holdings, but the sub-lessees had no legal tenure and could only sue for a money decree in the event of their being unfairly treated.

In all, there were 123 persons holding an area valued at Rs.630 as Servants Noukran or service tenures on practically the same terms as the village of the servants. The average holding was small but the work of the various posts was merely nominal.

The 1910-13 settlement was made for a term of 10 years, but subse- Nayabadi quently extended for another 10 years, that is, a revisional settlement Settlement fell due in 1933. So a revisional settlement was started in 1930 in order to complete the same in 1933. But the work was suddenly stopped on account of general slump and trade depression causing a financial deadlock, when the operation had progressed as far as kistwar of 244 villages and khanapuri of 268 villages. In 1934, it was decided to resume the operation and complete the work of the whole State in 1939. But before

^{1.} Report on Land Tenures and the Revenue System of the Orissa and Chhatisgarh States-Vol III.

resuming the settlement operations, it was found expedient to run the nayabadi settlement of the entire State as there was a substantial increase of navabadi lands during a perid of 22 years, so that the State would be in a position to realise rent on all new wet lands so long appropriated by the gaontias. Thus the navabadi settlement was taken up in December 1934 with the aim of creating a record of land rights without enhancing the existing rates of rents, giving to the State a share in the profit arising from the enormous amount of new cultivation that had been made within the last 22 years. The nayabadi settlement, done by Mr. Nimay Patnaik brought an additional revenue of Rs. 15, 909/8/ (Rs 15,909.50) to the State. He khanapuried the nayabadi areas cadastrally surveyed in 1930 and assessed them with rent along with navabadi plots of the few villages already khanapuried. In 1938, assessment of the plots which were not checked up by Mr. Nimay Charan Patnaik in 1935, was made. When the work was in progress in 1938-39, the tenants of 167 villages filed petitions to exempt them from bethi (free labour) in lieu of an enhanced rate of rent. Accordingly there was a settlement again but no final publication was made nor reliable records were maintained.

So in 1940-41, a regular settlement was made for 167 bethi-commuted villages and by the end of 1941-42, final publication was made with regard to 129 villages. For the remaining 38 villages work had to be stopped at the attestation stage under orders of the Political Agent who advised to start a regular settlement of the entire State in March 1942. In January 1943, he passed orders to assess all unassessed areas and to await Mr. R. K. Ramadhyani's report. He advised that the assessment must be low, there must be no cesses, and no permanent rights given to gaontias. This work was started under the supervision of the Dewan and was taken up in 319 villages where bethi-commutation had been done. The operation took full one year and it cost Rs. 10,000 to the State. The total assessment was Rs. 12,000. A total area of 32,533 acres of land was assessed.

Recovery of Land Revenue The rent was payable under two equal instalments in December and February. For recovery of land revenue, the gaontia was first proceeded against, a notice of demand and warrant of attachement of movable being issued simultaneously. A single case might be used to be registered against all the defaulting gaontias of a pargana. Immoveable property did not appear to be attached for recovery and if recovery was not effected the gaontia was to be evicted. Interest at one anna (Rs.0.6) per rupee was recovered from the defaulting gaontia. The gaontias had to file rent suits against the defaulting raiyats for recovery. He was also permitted to file a list of defaulters in the Revenue Court on which the

Revenue peons used to go out and effect recovery. Interest at one anna (Re. 0. 6) per rupee was also charged from raiyats who had defaulted for more than 21 days. Arrest and imprisonment did not appear to be resorted to for the purpose of recovery. The zamindar and the other tenure holders were allowed to file civil suit, for recovery of rent but the State was also granting certificate proceedings on application by them. Since the introduction of the Orissa Public Demand Recovery Act, 1962, all government dues including land revenue are being recovered now under the procedure laid down in the said Act.

There were only two classes of forests, viz., Reserved forests and Forest Khesra forests. Khesra or village forests included all waste lands. Reserved forests were demarcated and boundary lines were required to be kept cleared in the bethi areas by the villagers on payment of Rs. 3 per mile, while in 'non-bethi' villages, wages were paid at 0-2-6 to 0-3-0 (Re. 0·15 to Re. 0·19) per day. R. K. Ramadhyani's report reveals that there were 8 reserved species of trees. The reservation applied to all areas including cultivated holdings and reserved species could not be cut without permission and payment of royalty.

The present Sundargth district, comprising the ex-States of Gangpur and Bonai, was formed in 1948. Following this, certain administrative changes occurred in the district. Besides, formation of this new district ushered in important changes in the sphere of revenue administration.

Four of the zamindaris viz., Sargipali, Kupsinga, Nagra, and Sawanta; and three *praganadaris* viz., Erga, Daldali, and Raiboga of the district were abolished under different notifications issued by the Government of Orissa on the 27th November, 1952. The other two zamindaris, viz., Hemgir and Sarpgarh were abolished on the 15th June, 1957.

The Khamar, Kharposh, Bramhottar, Dan, Anugrahi, and Debottar tenures were abolished under the Government of Orissa notification No. 57652-R. dated the 28th August, 1965.

In different Government Press Notes published in between 1952 and 1969, 42 rent-free jagirs granted for rendering services to the village communities were also abolished and it was ordered that jagir lands would be settled on fair and equitable rent in favour of the holder of such jagir and others in actual possession.

The rent-free jagirs granted for rendering personal services to the exzamindars were abolished and settled in favour of the jagirdars on raiyati right as per section 8 (3) of the Orissa Estates Abolition Act. The rent-free jagirs rendering personal services to the ex-Ruler or his family were [34 Rev.—21]

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abolished and settled on occupancy right under section 7 (g) of the Orissa Merged State (Laws)Act,1950, and those which were not settled under the above provision of the said Act were deemed to be rayoti from 1-10-1965 under Section 4 (i) (g) of the Orissa Land Reforms Act, 1960.

A list of zamindaris, praganadaris and jagirs with number and date of Government notifications abolishing them has been included in Appendix-I.

In the Press Note No. 89, dated the 13th April, 1961, issued by the State Government in the Home (Public Relation) Department, gaonti system of the district was abolished. But after the introduction of the Orissa Merged Territories (Village Offices Abolition) Act, 1963, the other village offices along with gaontias of Gangpur and Bonai ex-States were abolished. These are:

Gangpur :—Gaontia, Sikmi Gaontia, Head Ganjhu, Ganjhu, Sub-Ganjhu, Khuntkati Ganjhu and Thika Ganjhu.

Bonai-Gaontia.

The Orissa Offices of Village Police (Abolition) Act, 1964 came into force in the district with effect from 1-7-1965, as per the Home Department notification No.12418, dated 5-5-1965. From this date all jagir lands enjoyed by Chowkidars, Jhankars and Kalo stood resumed and vested absolutely in the State Government. Only Kalo or Jhankars performing the duties of the village priest are allowed to hold 50 per cent of the jagir lands for so long as they continue to discharge the said duty. The jagir lands resumed are settled with rights of occupancy therein on determination of fair and equitable rent with the jagirdar or with others, who may be in actual possession of the holding or part thereof separately as his co-sharers or as tenants subject to the reservation of a certain fraction thereof in favour of Grama Sasan within whose limits the land is situated.

THE PRESENT SETTLEMENT OPERATION

The present survey operation of Sundargarh has been taken up in plane table method, dividing the district into three blocks. i.e., 'A', 'B' and 'C'. In Rourkela, theodolite survey was adopted in order to achieve greater accuracy because of the extreme congestion of the area.

Block 'A' covers 589 villages of Bonai subdivision, Block 'B'-399 villages of Panposh subdivision excluding 52 units of Rourkela town', Block 'C'-727 villages of Sundargarh subdivision including 5 villages constituting Sundargarh town and 2 villages constituting Rajgangpur town. Block 'A' of Bonai subdivision extends to 825.96 sq. miles

¹. These 52 units will be converted into 52 villages after finalisation of boundary change proceedings. These 52 units cover 35 sabik revenue villages.

(2135.64 sq.km.) and survey and settlement operations were taken up in November, 1961, in pursuance of the Government notification No. 43536 -S-51/61-R., dated 27-9-1961 under sections 11, 18 and 36 of the Orissa Survey and Settlement Act, 1958. Block 'B' of Panposh subdivision extends to 524.65 sq. miles (1,358.82 sq. km) and the order to take up survey and settlement operation under section 36 (i) of the Orissa Survey and Settlement Act, 1958 was published in the notification No.S/379/62-52599-R., dated 10-9-1963. The Block 'C' extends to 1,286'36 sq. miles (3331'57 sq. km.) and the survey and settlement operations for Rajgangapur, Talsara, Bargaon, and Hemgir police stations in this area under the same section of the above Act were taken up in pursuance of the Government notification No.75346-R., dated 19-11-1964. In Thanas of Lefripara, Bhasma, and Sundargarh, the survey and settlement operations were taken up in accordance with the Government notification No. 72612-R. dated 8.12.1965. Attestation of the entire district is already completed excluding 11 villages of Bonai subdivision, 52 units of Rourkela town and 25 villages of Panposh subdivision and 187 villages of Sundargarh subdivision.

Final publication of the entire district is likely to be completed by 1976. In preparing the record-of-rights during the currency of the settlement operations, the provisions of the following laws and regulations passed and enacted from time to time since the merger of the States are taken into consideration. They are mainly:

The Orissa Merged States (Laws) Act, 1950; The Orissa Estate Abolition Act, 1951; The Orissa Private Lands of Rulers—Assessment of Rent Act, 1958; The Scheduled Areas Transfer of Immovabl-Property (by Scheduled Tribe) Regulation, 1956; The Bhoodan Yagna Act, 1953; The Orissa Land Reforms Act, 1960; The Orissa Offices of Village Police (Abolition) Act, 1964; The Orissa Merged Territories (Village Office's Abolition) Act, 1963.

Classification of village is made under the Orissa Survy and Settlement Act, 1958 by taking into consideration the following factors, viz., (i) situation of the village, (ii) communication and marketing facilities, (iii) depredation by wild animals and (iv) liability to vicissitudes of season.

After the villages are grouped under different categories, the classification of land is made according to crop or crops grown on the land, nature of the soil, situation of land in village, and source of irrigation.

Then assessment of fair and equitable rent is done under the same Act.

Zamindari and Gaontiahi system which was found previously as collecting agency was replaced by the Tahsil pattern of administration which was introduced in the district in pursuance of the Revenue Department notification No. 52751/R., dated the 9th November, 1962, from October 1963. Consequent upon the introduction of the Tahsil systsm, four Tahsils, i. e., Panposh, Bonai, Rajgangpur, and Sundargarh were carved out at first. Subsequently for a smoother revenue administration another Tahsil named Hemgir came into being with effect from the 1st December, 1965. Under the new system the responsibility of revenue collection devolved upon the Tahsildar. To ensure better revenue administration, a Tahsil is divided into a number of Revenue Circles and for each Revenue Circle, the staff consists of one Revenue Inspector, one Collection Mohorir and a Peon. There is also a Revenue Supervisor in each Tahsil for the supervision of Revenue Inspector's work.

RELATION BETWEEN LANDLORD AND TENANT There were 907 gaontias and ganjhus in the ex-State of Gangpur. The Bhuiyans and Agarias held about 34 per cent of the gaontiahi and ganjhuani villages. The Agaria gaontias were few in the zamindari areas. They were generally well off. The Bhuiyan and Munda gaontais were poor. The Settlemnent Report (1929—36) stated that their relation with tenants was, on the whole, satisfactory. They used to help the gaontias willingly in cultivating their homefarm lands. It was really difficult to cultivate rice ladns in large areas unless ample labour was forth-coming at critical seasons. The gaontias and landlords largely depended on the free labour provided by tenants who were also not large in number. So the landlord would not ordinarily take recourse to any coercive measures for he was aware that this would lead to desertion which means absolute failure of agriculture.

This was also true in respect of Bonai ex-State. In this connection, the Bonai Settlement Report (1910—13) states; "This relationship between landlord and tenant is very satisfactory. This is obviously due to the scanty population, the low value at which lands were formerly appraised, and the very solid help rendered by the raiyat in the cultivation of proprietor's home-farm and bhogra lands".

A GRARIAN
AGITATION

There was, in 1898, a rebellion of tribal gaontias of Gangpur under the leadership of Madri Kalo. It has been narrated earlier under 'Gaontiahi Tenure'.

A Munda rising shook Gangpur in the late thirties. They were said to have got inspiration from the freedom struggle that the Indian National Congress launched all over the country. The Munda

Adibasis of Raiboga declined to pay the land revenue demand enhanced in the revision settlement which concluded in 1936. A no-rent campaign was started. This took such a serious form at Simko in 1939 that the police had to open fire to quell the disturbance and there was bloodshed. Thirty-two persons were killed. In 1942, a commission of enquiry was appointed with Mr. Woodhouse and in accordance to its recommendation the enhanced demand was reduced in respect of different classes of land.

LAND REFORMS

It was after the merger of the ex-States with Orissa, the Central Government issued an order called the Orissa States (Application of Laws) Order, 1948, applying a number of enactments to the ex-States on the subjects included in the Central list. Besides, the Orissa Government also issued an order called the Administration of Orissa States Order, 1948, extending a number of State Acts for carrying out the administration of these areas in respect of the remaining subjects. In this order substantial and far reaching tenancy reforms were enacted giving free rights of transfer, full rights over trees standing on the tenants holding, protection against increase of rent and against ejectment of occupancy tenants and Sukhabasis, notwithstanding anything contained in the tenancy laws of the ex-States. sides, some rights were conferred on jagir holders and cultivators of Khamar lands. This modification of existing tenancy right by the Administration of Orissa States Order, 1948, which was repeated in the Merged States (Laws) Act, 1950, was an event of far reaching consequence.

The first phase of land reforms affording protection to tenants thus started from 1948 with the enforcement of the above orders. The Orissa Tenants Protection Act, 1948, also made provisions for protection of tenants' rights. Subsequently the Orissa Tenants Relief Act, 1948, was enacted repealing the Orissa Tenants Protection Act, 1948. According to the Orissa Tenants Relief Act 1955, no tenants in lawful cultivation of land on the 1st July, 1954 or at any time thereafter was liable to be evicted from such land by the landlord.

The enactment of the Orissa Estates Abolition Act, 1951 introduced further land reforms by eliminating intermediary interests. The primary purpose of the Act was to abolish all intermediaries existing between the estates and the raiyats and after eliminating all the intermediary interests to bring the raiyats or the actual occupants of land in direct contact with the government. The Act further provided for release of the service tenure holders from the obligation of rendering service and conferring occupancy status on them in respect of the land under their occupation.

After these initial steps, came the Orissa Land Reforms Act, 1960, the objectives of which are:

(a) Conferment of rights of ownership on the tiller, (b) security of tenure and fixity of reasonable rent so that the right of ownership becomes effective, (c) fixation of ceiling on holdings in order to avoid concentration of land in the hands of a few cultivators. But since certain provisions of the Act needed amendment, the Act was subsequently amended by the Orissa Land Reforms (Amendment) Acts, 1965 and 1974.

Under the amended Acts, no person shall hold land as landholder or raiyat under personal cultivation in excess of the ceiling area equivalent to 10 standard acres. A standard acre means the unit of measurement of land equivalent to one acre of class I land or one and one-half acres of class II land or three acres of class III land or four and one-half acres of class IV land. Thus according to law a person (which includes a company or association or other body of individuals, whether incorporated or not; and any institution capable of owning or holding property; or a family) can hold 10 acres of class I lands, 15 acres of class II lands, 30 acres of class III lands and 45 acres of class IV lands. If the number of constituent members of the family exceeds 5, the law permits an additional area to be included in the ceiling at the rate of two standard acres for each additional member in excess of 5, subject to a maximum of 18 standard acres.

Seventy percentum of the surplus lands which vest in Government as a result of the enforcement of the ceiling provision are required to be settled with persons belonging to the Scheduled Tribes or the Scheduled Castes in proportion to their respective populations in the villages in which the lands are situated and the remaining lands with other persons. If, however, sufficient number of persons belonging to the Scheduled Castes or Tribes are not available in the villages, or, being available, they are not willing to accept the settlement of land, so much of the land reserved for them may be settled with other persons. For the purpose of settlement, the order of priority is prescribed as follows:

- (a) Co-operative farming societies formed by landless agricultural labourers.
- (b) Landless agricultural labourers of the village in which the land is situated or of any neighbouring village.
- (c) Ex-service men or members of the Armed Forces of the Union if they belong to the village in which the land is situated.
- (d) Raiyats who personally cultivate not more than one standard acre of contiguous land.

(e) In the absence of persons belonging to any of the foregoing categories, any other person.

Subletting is entirely prohibited except in cases of disabled persons including those serving in armed forces, minors, widow etc. Under section 6 (3) of the Act, privileged raiyats may also sublet their lands. The above class of persons except serving in armed forces will be required to produce certificates from the village Panchayats for subletting their lands, where such Grama Panchayats have not been constituted the Revenue Officer has been authorised to issue such certificates.

For the implementation of the Land Reforms Act, Chapter V of the Act provides for the administrative machinery according to which the Land Commission has been set up. The first Land Commission was set up on the 13th September, 1966. The tenure of the Commission expired after 3 years i. e. on the 12th September, 1969. The second Land Commission was constituted and continued up to the 10th February, 1973 when the Third Land Commission was formed with seven members of whom three are officials and four non-officials. The official members are the Member, Board of Revenue, Orissa, Chairman; the Land Reforms Commissioner, Orissa, Member-Secretary; and the Commissioner-cum-Secretary to Government, Revenue and Excise Department, Orissa, member.

The functions of the Land Commission is to review the progress of land reforms in the State form time to time, publish report at least once a year and advise Government in all matters relating to land reforms.

Under Section 55 of the Orissa Land Reforms Act, 1960, the District Executive Committee has been formed in the district with the Collector as Chairman and two nominated non-official members. The Committee which normally holds office for three years, reviews the progress of Land Reforms.

The statute, however, does not make any provision for the constitution of any committee at Tahsil level. In view of the growing importance of the land reforms measures and their likely impact in the field, the Government in its Resolution No. 60267-R., dated the 15th September, 1973, authorised the Board of Revenue, Orissa, to frame Tahsil Advisory Committee in each Tahsil consisting of four members with Subdivisional Officer as Chairman, the Tahsildar as Member-Secretary, and two non-official members. Accordingly committees have been framed in all the Tahsils of the district. These committees hold office normally for a period of three years and meet thrice a year. The committees advise in the matter of distribution

of ceiling surplus lands and the implementation of land reforms measures in the field. In addition, these committees may also advise in the matter of distribution of government waste lands and settlement of un-objectionable encroachments with the landless persons in accordance with the laws and rules in force in the State.

ABOLITION OF LAND REVE-NUE Along with the change in the concept of land and tenancy, the concept of land revenue too underwent modifications. When the system of payment of land revenue in cash was introduced, it was hailed by its authors as an improvement over the traditional system of payment in kind.

In the year 1946, the Government of Orissa appointed the Land Revenue and Land Tenure Committee which recommended, among other things, legislative and other measures for reforming the different systems of land revenue in the State in order to make the incidence of land revenue or rent, as the case may be, as far as possible uniform, equitable and elastic.

The Sub-Committee appointed by the National Planning Committee under the Chairmanship of late Jawaharlal Nehru recommended in 1948 as follows:

"During the transition period no tax, rent or land revenue demand should be made in respect of any piece of land, which is so small or the gross out-turn of which is so slight that the whole of it, if left to the cultivator for his own use, would not suffice to give him a decent human existence according to a predetermined standard".

The government, however, decided to abolish the land revenue with effect from the 1st April, 1967.

This historic decision of the Government to abolish land revenue which had been on the soil of the country from the time immemorial, symbolises a further step in alienation of the right on land in favour of the tenantry.

As a preliminary step in this direction executive instructions were issued to all concerned not to collect land revenue payable to government on land with effect from the 1st April, 1967, pending finalisation of the scheme.

After careful consideration of the pros and cons of the land revenue abolition scheme, the government introduced a bill known as the Land Revenue (Abolition) Bill, 1970 in the State Legislature on the 3rd April, 1970 to abolish the land revenue and the same was enacted on the 26th October, 1970. The law of land revenue abolition provides that no raiyat or tenant shall be liable to pay land revenue in respect of any land held

by him directly under the government provided such land is used for the purposes of agriculture, horticulture, or pisciculture or for the purpose of any small-scale industry outside the limits of a municipality or Notified Area. If any sum was paid by a raiyat, or paid on behalf of any raiyat or a tenant towards the land revenue after the 1st April, 1967, such amount if it can not be adjusted against arrears, shall be refunded to him on application made on that behalf.

Bhoodan movement started in the district in 1954. Till the end of BHOODAN March 1971, against 1,462.85 acres, being the total amount of land donated in form of individual gift to the Orissa Bhoodan Yagna Samiti, the acreage distributed among the landless people is 262.60 acres only. It is in respect of 262,60 acres, declaration with the distribution have been filed before the respective Revenue Officers. As yet only 262.60 acres of land have been confirmed by the Revenue Officers under section 10 of the Orissa Bhoodan Yagna Samiti Act, 1953.

Also till this date 56 villages covering a total area of 14,009.11 acres have been donated by way of Gramdan to Orissa Bhoodan Yagna Samiti. Out of this, 4,149.98 acres have been distributed in 16 villages. In respect of 4,149.98 acres, declaration with the distribution list have been submitted to the respective Revenue Officers. As yet 6 3.36 acres in 4 villages have been confirmed by the Revenue Officers under section 10 of the said Act. Remaining lands measuring 3.562.26 acres have been rejected.

In the rural areas of the district, most of the labourers are unskilled who depend on agriculture for their livelihood. They are either paid in cash or in kind. The skilled labourers like carpenters, blacksmiths, of masons etc. are less in number. They earn more than unskilled labourers. A male labourer gets more than a female labourer.

RTIRAL Wages and CONDITION AGRICUL-TURAL LABOUR

A detailed discussion in the matter has been made in chapter IX. Economic Trends.

Some of the sources from which the Central Government collect ADMINISTRArevenue are from Income tax, Central Excise, and Central Sales Tax. TION OF So also the State Government realise taxes on excisable commodities, Sources of sales of goods and collect stamp revenue.

OTHER REVENUE

Prior to the creation of a separate Income tax Circle at Rourkela CENTRAL in February 1963, the district was under the control of the Income tax Officer, Jharsuguda, for the purpose of assessment, collection etc. of income tax. At present, there are four Income tax Officers posted in the Rourkela Circle to look to the assessment, collection etc. of the above tax in the district. They are controlled by the Inspecting Assistant Commissioner, Income tax, Sambalpur Range, Sambalpur. In the beginning of 1973, the district had 6,933 assessees.

Income tax

The statement given below includes the demands, arrears, collections and remissions of income tax in the district for the last four years ending 1971-72.

onding 1717 121	1968-69	1969-70	1970-71	1971-72
	(Figure	s in thou	sand of	rupees)
1. Arrear demand as at the beginning of the year	13,526	16,967	15,435	13,825
2. Demand created during the year	16,945	8,986	5,225	6,098
3. Remission etc	4,643	4,312	3,124	9,226
4. Collection	8,861	6,296	3,621	1,700

Central Excise Prior to 1st November, 1965, the Superiontendent of Central Excise, Sambalpur Circle, was holding jurisdiction over the district through the three Range Officers, two of whom were at Rajgangpur (one for Rajgangpur Range, the other for the Orissa Cement Limited), and the third one for the Hindustan Steel Limited. On the 1st November, 1965, the office of the Superintendent, Central Excise, Rourkela, was created comprising the district of Sundargarh and Champua subdivision of Keonjhar district. The jurisdiction has since been slightly modified by transferring the subdivision of Sundargarh to the charge of the Superintendent, Central Excise, Sambalpur for the convenience of the trade in Sundargarh town. Since July 1969, the work of Rourkela office has been distributed among the two Superintendents in the following manner:

The Superintendent, Central Excise Inspection Unit, looks to the assessment and inspection of M/s. Hindustan Steel Limited, Rourkela; Fertiliser Plant, Rourkela; M/s. Orissa Cement Limited, Rajgangpur; M/s. Kalinga Iron Works, Barbil (Keonjhar district) and other small factories in the Industrial Estate of Rourkela.

The Superintendent, Central Excise, Rourkela Range is connected with the assessment work of unmanufactured tobacco, cement (Orissa Cement Limited), pig iron (Kalinga Iron Works, Barbil), sodium silicate, electrical batteries and parts thereof, and the supervision of exempted categories of manufacture of steel fauniture, nuts, bolts etc. He is also responsible for preventive works, customs work, and gold control work in his jurisdiction.

In the subdivision of Sundargarh which is controlled by the Superintendent of Central Excise, Sambalpur, there are three private bonded ware houses situated in the town of Sundargarh which receive chewing tobacco locally named 'Maghi Bhang' from Bihar under bond for local consumption. The revenue collected from these three ware houses comes to about Rs. 10,000 annually.

Ten years before, Central excise revenue collected in this district was about rupees two and a half crores, but now the revenue has increased to the tune of Rs. 20 crores annually out of which the Steel Plant at Rourkela alone yields Rs. 17 crores.

The Commercial Tax Department of the State Government and collects Central sales tax under the Central Sales Tax Act, 1956, sales tax on behalf of the Central Government.

The table below shows the collection of this tax for the last five years ending 1971-72.

Year	ı	(In lakhs of rupee	s)
1967-68	• •	241.38	
1968-69		277.10	
1969-70		322.78	
1970-71		408.37	
1971-72		362.06	

The Excise Department of this district is functioning since Durbar regime. At present the Superintendent of Excise posted in the district headquarters is in charge of the Excise administration. He is subordinate to the District Collector and is subject to the general control of the Excise Commissioner, Orissa, Cuttack. Under him, there are three Inspectors, 15 Sub-Inspectors, 9 Assistant Sub-Inspectors and 63 Excise Constables. All these staff posted in different places of the district assist the Superintendent in collection of excise revenue and preventive works of excise crimes.

The statement given below indicates the total excise revenue collected for the last five years ending 1970-71.

Year		Total revenue received
		Rs.
1966-67	••	47,90,880.00
1967-68	• •	51,50,370°00
1968-69	• • •	52,83,719.00
1969-70	,	56,74,418.00
19 70- 71		61,22,700.00

The function of the Commercial Tax Department in the district Commercial is to assess and collect sales tax, Agricultural Income tax, Motor Spirit (on sale) tax, and Entertainment tax, all for the State and the sales tax

for the Central Government. This Department for the district has its office at Rourkela which is headed by one Commercial Tax Officer. There are two Additional Commercial Tax Officers and five Assistant Commercial Tax Officers posted at Rourkela to assist him. Besides, there is a Railway Receipts Unit at Rourkela, one unified check-gate Unit at Birmitrapur and an Assessment Unit at Rajgangpur. Each of the Units is in charge of an Assistant Commercial Tax Officer. The Commercial Tax Officer, Rourkela, controls these three units.

The table below shows the collection figures (in lakhs of rupees) of different taxes for the district by the Commercial Tax Department (excluding Central Sales Taxes) from 1967-68 to 1971-72.

Year		Orissa Sales Tax	Motor Spirit Tax	Agri– cultural Income Tax	Orissa Enter- tainment Tax
1967-68		83•46	11.10	0.09	4.78
1968-69	••	72.24	10.80	0.06	7.53
1969-70	• •	73.40	10.77	0.10	7.93
1970-71	••	85*24	11.46	0.08	8*44
1971-72	• •	104.87	13.77	0.11	10·3 7

Stamps

The State also earns from the sale of different kinds or stamps.

The statement below indicates the sale proceeds of stamps in the district from 1967-68 to 1971-72.

Year		Non-Judicial	Judicial
		(Rs.)	(Rs.)
1967-68	• •	5,26,687.45	2,27,169.85
1968-69	• •	3,91,8 40·00	2,14,260.65
1969 - 70	• •	5,83,884*56	2,91,150*39
1970-71		4,35,235*80	1,94,616.10
1971-72		7,78,448*82	1,71,001.65

APPENDIX I

Abolition of Estates and Enfranhisement of Jagirs in the District

Name of the Estates		No. and date of notification
Zamindaris		
Hemgir)	
Sarpgarh	}	No. 7687/R., dated 15-6-1957
Sargipali		No. 6967/R., dated 27-11-1952
Kopsinga		No. 6971/R., dated 27-11-1952
Nagra	••	No. 6969/R., dated 27-11-1962
Sawant	••	No. 6972/R _* , dated 27-11-1952
Parganadaris		·
Erga	• •	No. 6976/R., dated 27-11-1952
Daldali	••	No. 6977-R., dated 27-11-1952
Raiboga	. ••	No. 6975/R _• , dated 27-11-1952
Jagirdari		
Dandapat		No. 6973/R., dated 27-11-1952
Mahapatra	• •	No. 6974/R _• , dated 27-11-1952
Bartengra	• •	No. 64282/R., dated 11-11-1967
Enfranchised Jagirs	••	Government Order No. and Press Note
Naukaran	1	
Kamar		
Bhitiria		
Kumbhar	ļ	
Yeli (Teli)		No. 59816/R., dated 15-12-1962 and
Negi		Press Note issued in Revenue Department Memo. No. 6708/R.,
Napita	ļ	dated 30-1-1963.
Bajabala	ļ	
Mahata	ļ	
Bohidar	}	

Maufi Khairat Maufi Chakran Chhatra Chakran

Naukaran Mahali

Bhitiria Namikaran

Paikali

Naikali

Chowkidar Fagaganda

Chowkidar Tanti

Katual

Nijchas

Nijdakhal

Kalsi

Nijchas Khamar

Maufi

Kali

Entidhara

Dhandi

Dakbuha

Nisharan

Bhagari

Kalti

Nariha

Bhandari

Sukapal maufi

Lohara Naukaran Ghasi Dhoba No. 59816-R., dated 15-12-1962 and Press Note issued in Revenue Department Memo. No. 6708/R., dated 30-1-1963.

- .. Press note issued in Revenue Depart ment Memo. No. 6708/R., dated 30-1-1963 and No. 64286/R., dated 11-11-1967 and No. 55990/R., dated 8-9-1969.
 - . Press Note issued in Revenue Department Memo. No. 6708/R., dated 30-1-1963 and No. 64286/R., dated 11-11-1967.

Ditto

Press note issued in Revenue Department Memo No. 64286/R., dated 11-11-1967.

APPENDIX II

STATEMENT SHOWING THE DEMAND COLLECTION AND BALANCE FIGURES FOR THE LAND REVENUE, CESS, NISTAR CESS & MISC. REVENUE IN THE DISTRICT FROM 1967-68 to 1971-72

Balance	N. Cess Misc.	1967-68 4,73,785.77 1,19,913.68 24,772.52 3,17,246.61 36,335.12 77,561.89 23,070-18 1,85,307.77 4,37,450.65 42,351.79 11,702.34 1,31,939.84	1968-69 1,01,561·37 1,40,059·67 41,624·33 7,32,664·03 36,842·52 93,769·19 28,567·94 5,69,465·97 64,718·85 46,290·48 13,056·39 1,63,198·06	1969-70 96,815-23 1,41,958-12 41,158-88 4,39,067-77 70,127-75 1,10,158-05 32,279-53 2,69,215-30 26,687-48 31,800-07 8,879-35 1,69,852-47	83,086-30 2,40,648-12 43,162-96 1,56,751-41 45,815-63 1,91,913-36 33,112-80 54,971-97 37,270-67 48,734-76 10,050-16 1,01,779-44	58,033.73 2,47,620.05 40,644.45 2,97,626.57 4,825.31 18,270.11 3,232.06 46,005.93 53,208.42 2,29,348.94 37,412.39 2,51,620.64
	ပြီ	42,351·79	46,290-48	31,800.07	48,734·76	2,29,348-94
	Land	4,37,450-65	64,718·85	26,687-48	37,270-67	53,208-42
Collection		1,85,307-77	5,69,465-97	2,69,215·30	54,971-97	46,005-93
	N. Cess	23,070-18	28,567-94	32,279-53	33,112.80	3,232.06
	Cess	77,561-89	93,769-19	1,10,158-05	1,91,913·36	18,270-11
	Land revenue	36,335·12	36,842.52	70,127-75	45,815.63	4,825-31
Demand	Misc.	3,17,246·61	7,32,664.03	4,39,067-77	1,56,751-41	2,97,626-57
	N. Cess Misc.	24,772-52	41,624·33	41,158.88	43,162-96	40,644.45
	Cess	1,19,913.68	1,40,059-67	1,41,958·12	2,40,648·12	2,47,620-05
	Year Land revenue	4,73,785.77	1,01,561.37	96,815-23	83,086·30	58,033.73
	Year	1967-68	1968-69	1969-70	1970-71	1971-72